

INTERNATIONAL CITY MANAGERS' ASSOCIATION

1313 EAST 60TH STREET - CHICAGO 37, ILLINOIS

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Route To:

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POLICE DEPARTMENT SUPPRESSION OF VICE CONDITIONS

What are the best enforcement methods for suppressing commercialized vice? What is the place in the police department for the vice squad, undercover agents, paid informers, and the intelligence unit?

The purpose of this report is to describe some of the methods of investigation, enforcement, and follow-up in police department suppression of commercialized vice in cities. The report is based on questionnaires returned by 32 cities describing their methods and operations for controlling vice. The 32 cities are listed at the end of this report.

In police usage, vice is a broad term covering the entire range of human behavior which the community considers to be immoral. The greatest problems of organized crime, syndicated rackets, corruption of law enforcement, and weakening of general community standards, however, have occurred through commercialized vice--in which a third party to vice operations operates on a large scale to bring buyer and seller together. Community tolerance of any form of vice is an invitation to commercialism, organized crime and political corruption.

For purposes of this report vice will be limited to commercialized vice and specifically to gambling, prostitution, liquor, and narcotics. The report will not consider two-party voluntary participation in vice nor deal with forms of sex perversion and other morals offenses.

Conditions that lead to toleration or even open acceptance of vice conditions are neither widely understood nor carefully studied. It is commonly believed that the need for this type of recreation in some form is congenital or, with some statistical corroboration, that poverty, unemployment, public health hazards, and other conditions associated with slum areas in large cities lead to commercialized vice. The work of the Kefauver Committee (Special Committee to Investigate Organized Crime in Interstate Commerce) and the California State Crime Study Commission showed commercialized vice flourishing in all types of communities, including wealthy suburban and resort towns.

Ultimate eradication of vice has to come from the citizens of a community. If they have sufficient interest in government and civic affairs and enough perception to recognize the eroding effects of commercialized crime on business, institutions, and social conditions, it usually follows that vice will not be tolerated and that police department enforcement will be predicated upon that community attitude.

Conditions Essential for Effective Control of Vice

Most public officials are well aware of the conditions essential for effective vice suppression. First and foremost is public and official support. The police department cannot do a satisfactory job of suppressing vice in any community without strong support from the public. In addition the police department needs strong official support from the courts, the prosecuting attorney, the city attorney, the

city council, and the chief administrator. This entire report is based on the assumption that the police department has this support for a vigorous and continuing enforcement program.

The second essential is a police department policy of treating vice offenses just like any other violations of law. Vice suppression is one part of a well-balanced program for enforcing all types of criminal law and for giving adequate attention to all police department duties, including traffic control.

A third factor is city government policy which allows the police department to direct its efforts towards law enforcement without being hampered by extraneous community services. There are many unwarranted community services which police departments have undertaken including jail operation, juvenile welfare--boys' clubs, summer camps, and the like; guard and escort services for football games, parades, and other special events, and routine clerical and laboratory duties which could be done better by qualified civilian employees.

The final essential is a continuing management job of planning operations and training police personnel in vice control. The police training program used in Phoenix, Ariz., is typical of the amount and kind of training given in many of the cities surveyed. All police recruits, before being assigned to duty, are required to attend a school which covers vice laws and other phases of criminal violations and enforcement. The department has a daily in-service training program for all employees which includes vice enforcement. The Phoenix department goes a step further than most of the cities reporting, however, by assigning patrolmen intermittently to the vice detail for practical training in gathering evidence and making arrests. These patrolmen receive further training by working as undercover agents for the vice detail.

Enforcement Methods

Reliable methods of vice suppression and enforcement are well known to police departments and do not vary greatly from one city to another. The principal difference in cities reporting for this survey seems to be in the amount of cooperation and assistance offered or accepted by the county sheriff's department, state and federal alcoholic beverage control officers, and federal narcotics control personnel. There are differences too in the degree of control exercised over "fringe" vice such as bingo, charity raffles, and the like. Community attitudes in a few of the cities reporting are such that it would be impossible to suppress these forms of gambling. The comment of one city manager, however, typifies the majority attitude: "We definitely think bingo and charity raffles are gambling."

Gambling. Local enforcement of laws against gambling has been helped considerably by recent federal legislation providing for registration and purchase of federal tax stamps by gamblers. Sales of these tax stamps are a matter of public record.

In general police chiefs and city managers reported that gambling enforcement was done best by a process of continual harassment of known operators who would "open up" again if permitted. In Las Vegas and Reno, Nev., gambling enforcement is limited to investigation, licensing, and control of operators, since gambling is legal under Nevada statutes.

Methods of surveillance for gambling law violations include:

1. Investigation of all complaints.

2. Constant inspections, at irregular intervals, of liquor establishments and other places of amusement by plain clothes personnel. Uniformed patrolmen check such establishments regularly as a part of beat patrol.
3. Warnings given to operators of such establishments where warnings will prevent further violations.
4. Observing known gamblers for the purpose of learning the location of places where gambling may occur. One city reported that known gamblers are frequently "floated" from the city upon conviction for vagrancy.
5. Using undercover agents to locate places where gambling is carried on and to gather evidence.
6. Conducting raids on places suspected of violations.
7. Making arrests when the evidence is sufficient for carrying the case to court.
8. Revisits and inspections at irregular intervals to places where violations have occurred.
9. Holding the beat officer directly responsible for gambling violations.

The Burbank, Calif., police department uses the vice division to visit bars, pool halls, dance halls, parks, clubs, cafes, and other places where gambling may be carried on to check for slot machines and punch boards. When these are found an immediate arrest is made.

When policemen in this city learn of a handbook operating, an investigation is made, and officers apprehend suspects immediately. The suspect is shaken down and if a betting marker or notation of a race is found, the suspect is arrested for possession of betting paraphernalia (covered by a city ordinance). The city manager reported that this ordinance has been very effective in the control of bookmaking activity as well as handbooks.

Undercover operators are used when bookmaking is suspected, and an attempt is made to place one or more bets with the bookie before an arrest is made. If this is unsuccessful, the suspect is searched and booked on the city ordinance for possession of betting paraphernalia. When the police department obtains a phone number of an alleged bookie, the number is called by an officer, and if he determines that the number is "hot", a raid is made immediately.

Prostitution. This form of vice can spring up in a community at any time in any of three different forms. First is the bawdy house with its madam and pimp which can start operations overnight even in the better residential sections of a city. Second is the streetwalker who operates in hotels and taverns, sometimes as an independent and sometimes in collaboration with hotel employees. A variation of the streetwalker is the girl employed in a tavern, dance hall, or other commercial amusement center as a barmaid or hostess. The employment provides convenient access to clientele, and the girl is expected to earn her principal income through prostitution. Call girls comprise the third group who work with bellhops, taxicab drivers, and madams.

Like other forms of vice, control of prostitution requires constant attention on the part of the police. The places where prostitutes are known or suspected to reside must be observed frequently by detectives and patrolmen. Suspected or known

patrons of prostitutes must be closely observed and followed when necessary to ascertain the location of places where prostitution is carried on. Unescorted women must be watched in taverns and other public places. The police can cultivate reliable sources of information, including taxicab drivers, bartenders, bellhops, hotel room clerks, and other employees. To maintain the trust of hotel owners and proprietors of other establishments it helps not to publicize any particular place following an arrest.

Control of prostitution is much more effective when arrest, indictment, and conviction can be secured against madams and other third-party personnel. Thorough surveillance and investigation may be needed before the raid can be conducted on a bawdy house. This often requires the use of undercover agents and informers for short periods of time to secure information or evidence. Valuable information can be obtained sometimes from state public health department employees who have authority to gather information for the control of venereal disease. All complaints from citizens should be thoroughly investigated, and all places where prostitution has been carried on should be inspected at irregular intervals.

Liquor. One important phase of liquor control depends entirely upon state statutes--that is, whether the state or the city government has the authority for issuance and revocation of retail liquor licenses for package sale and sale on the premises. Where the state government has authority, a major part of the municipal police department's job is to report violations which warrant revocation of the license. This does not mean that the police department should relax authority because it does not have ultimate control.

In Berkeley and other California cities, for example, the licensed premises are inspected frequently by plain clothes officers, uniformed personnel, and undercover agents. Violators may be prosecuted in municipal court or may be cited to appear before the state board of equalization which controls all liquor licenses in California.

A good program of liquor control should include the following:

1. Applicants for liquor licenses (where state laws permit) should be investigated by the police with recommendations made to the licensing authority prior to the granting of the license.
2. Licensees and bartenders should be photographed and fingerprinted by police.
3. Taverns and package stores should be inspected frequently by both uniformed and plainclothes officers.
4. Commercial amusement centers should be inspected frequently by plainclothes officers and policewomen to check on sales to minors.
5. Police patrolmen and plainclothes officers should check establishments for sales after hours.
6. The police should work closely with state liquor control agents to obtain information or evidence of violations of liquor laws. The state liquor control agency often can furnish undercover agents for this work, and many of the cities reported obtaining very good help from state employees.

Narcotics. Control of narcotics traffic includes investigation of all reports by doctors, pharmacists, and other citizens concerning suspected violations of narcotic laws. One city reports that known and suspected drug addicts, arrested on

other charges, are held in jail for several days for observation of withdrawal symptoms of drugs and for interrogation and questioning as to sources of supply.

Another city reports working very closely with the narcotics detail of the county sheriff's office and with other cities in the area. Undercover agents from the sheriff's office frequent suspected trouble spots and have been able to make many arrests after making purchases from narcotics "pushers." After the arrest the vice detail of this department takes over the case, analyzes the evidence, questions the persons arrested, and handles the case through the courts. This department also makes effective use of informers.

Many cities reported working with the federal government on narcotics enforcement, particularly by using federal undercover agents and by analyzing federal reports on narcotics distribution.

Other Forms of Vice. These include fringe activities of gambling such as church bingo games, charity raffles, punch boards, and gambling in private clubs.

The 32 cities surveyed were asked for their policies on controlling church bingo games and charity raffles, and 21 cities reported that neither is permitted and that police department enforcement is strict against bingo and raffles. In four cities bingo and raffles are permitted by state law and local regulations, and no attempt is made to control them. Two of these cities are Reno and Las Vegas, Nev. In one city bingo and raffles are allowed provided there are no cash prizes. In two cities bingo is allowed and raffles are prohibited.

In the remaining four cities both bingo games and charity raffles are within the legal definition of gambling and therefore prohibited, but these four cities nevertheless permit it to go on in conformance to community sentiment. As one city official stated: "While it cannot be denied that the time-honored charity raffle is defined by law as gambling, it is not considered as such by the public in general. For this reason, along with the obvious danger of resultant poor public relations, it is felt that it would be unwise for the police to attempt to suppress charity raffles sponsored by church organizations."

Philadelphia is one of the cities not permitting bingo games and charity raffles. As part of its control, the police department issues permits for lawn fetes, church affairs, card parties, and block parties. Each application for a permit must be approved by the deputy commissioner of police, and a copy of the permit is forwarded to the commanding officer of the police district where the affair is to be held. Police officers then can check to see if the affair is conducted lawfully and that there is no gambling of any kind, including some of the carnival types of gambling attractions such as penny pitching games and ball throwing games.

Punch boards are prohibited in all but one of the 32 cities, and enforcement is strict against possession of such gambling devices. The one exception is Reno, Nev., where punch boards are licensed by the city government.

Organized gambling in private clubs of various types is prohibited in all of the cities reporting. A number of city officials commented, however, that they do not attempt to control card playing in lodges and other organizations provided the gambling is carried on in an open manner, is not operated on a commercial basis, and is restricted to club or lodge members.

Precautions on Raids. All cities reported taking careful precautions to avoid "tip-offs" on contemplated raids against vice operators. The raid usually is

planned by the police chief and by one other high-ranking officer. The men are carefully selected for the raids, and plans are not made known to them until immediately prior to the time of the raid. The plans are outlined orally by the supervisory officer who then accompanies the men on the raid. As a further precaution most police departments make a high-ranking officer in the department directly responsible for all physical evidence of vice gathered during raids and other police actions. Some cities keep such evidence in a special vault.

Work With Other Law Enforcement Agencies. Police department cooperation with state and federal law enforcement agencies was described above, especially for liquor and narcotics control. All of the cities have found it very helpful to work also with the county sheriff's office in exchanging information, assisting each other on raids inside and outside the corporate limits, and furnishing undercover agents. This approach to law enforcement, which does not respect political boundaries, is essential because only two of the 32 cities have any jurisdiction over vice conditions outside the city limits. Phoenix, Ariz., can control venereal disease under public health laws for a distance of one mile from its city limits, and Albuquerque, N. M., has unlimited authority to control vice conditions for a distance of one mile from the city limits.

Enforcement Personnel

The best use of police department employees for effective vice control consists of blending generalized patrol and investigation duties with specialized investigations and follow-up involving the vice squad, policewomen, detectives, undercover agents, and paid informers. Subsequent sections of this report describe the total responsibility of the police department.

Vice Squad. Fifteen out of the 32 cities report a vice squad or detail for enforcement in this specialized area, and nine of the 11 cities over 100,000 population have a vice squad. In the survey, city officials were asked for their opinion on the advantages and disadvantages of the vice squad. The consensus of the advantages of the vice squad are the following:

1. Centering responsibility for vice enforcement and control in a specialized unit.
2. Selection of officers for this work who are better qualified by reason of interest, ability, and special training.
3. Specialized procedures and methods for vice operations, including the use of undercover agents and paid informers.
4. Ability of the vice squad to concentrate exclusively on its operations without spending time on other police activities.

Opinion is by no means unanimous, however. Several officials pointed to the danger of departmental corruption, poor public relations, and the danger to police officers personally and professionally, either through corruption of the personnel or through being "framed" by criminals. Several mentioned the tendency of other police officers to regard vice control as the sole responsibility of the vice squad with an over-all effect of reducing total police effort in controlling vice conditions. The cities are unanimous, however, in stressing the importance of indoctrinating the entire force, especially regular police patrolmen, in their over-all responsibility for controlling vice.

No flat answer can be given to the question of desirability of a vice squad. Like most questions of police organization and management, it depends on the nature and extent of vice conditions in the community, the amount of funds and training facilities available for the vice squad, and community attitudes. In each police department the advantages and disadvantages of specialization must be weighed before a decision is made. Vice squads have acquired a tarnished reputation in several large cities, but it may reflect the attitudes of the citizenry, the caliber of the city government in general, and the management of the police department rather than being an indictment of the vice squad as such.

In addition to vice squads, seven cities reported narcotics or liquor control details, and one city reported a special venereal disease detail to work with state board of health employees in control of prostitution.

Undercover Agents and Paid Informers. One of the chief obstacles in prosecuting vice cases is the difficulty of obtaining valid evidence and prosecution witnesses who are willing to testify. Many police departments use undercover agents from their own department or other law enforcement agencies and paid informers to obtain reliable evidence and testimony for court cases. A good discussion of the uses of undercover operators and informers and the precautions that must be taken is contained on pages 335-37 of the 1954 edition of the ICMA training manual, "Municipal Police Administration."

Twenty-four of the 32 cities surveyed for this report use undercover agents, including all of the cities over 100,000 population except Peoria, Ill. Six of these 24 cities use these agents regularly while the remaining 18 cities use them intermittently depending on the type of case being investigated. Sixteen of the cities using undercover agents employ regular members of the police department all or part of the time for undercover assignments, while the remaining eight cities never use policemen for this work. Many cities mentioned that undercover agents can be provided under certain conditions by state and federal law enforcement agencies particularly in the fields of alcoholic beverage and narcotic control.

Sixteen of the 32 cities use paid informers as needed in gathering evidence for vice enforcement. All of these cities pay by the case according to the value of the information received.

Intelligence Unit. The intelligence unit or detail can be assigned to special investigations or undercover duties to check on commercialized vice and organized crime under the direct supervision of the chief of police or other high-ranking officer in the department. An intelligence unit or detail also can be used as an undercover group to check on the integrity of members of the police department.

Eleven of the 32 cities have an intelligence unit or detail with the primary duty of serving as a check on the integrity of the police department. One official stated that "...this is an essential administrative device. The only difficulty of assigning men to investigate integrity of the members of the department is that they are sometimes known as 'head hunters' by the rest of the officers, but that has not created a serious problem."

As with other phases of vice enforcement and suppression, no simple, unequivocal answer can be given on the value of the intelligence unit. It is often necessary in large-city police departments because of the number of employees involved. It is sometimes needed when public confidence in the integrity of the department is lacking and when a large scale reorganization for suppression of commercialized vice and organized crime is under way. Ideally an intelligence

unit should not be used, because of its possible negative effects on the morale of the force, yet the type of information it is intended to provide is essential for effective administration in all phases of police work. In smaller police departments a special intelligence unit should not be needed as a permanent part of departmental organization, where its functions can ordinarily be performed by the chief.

As one city official remarked: "...the police administrator must be informed concerning vice and organized crime in his community in order that he may prevent the corruption of police officers engaged in vice control or suppression. By means of the reliable reports of trusted officers assigned to intelligence duties the chief of police is able to determine whether or not those officers engaged in vice control are discharging their assigned responsibilities or whether they have succumbed to the temptations to which they are constantly subjected by the vice operators. Such reports may provide the chief of police with the knowledge as how he may best change operating procedures to eliminate the hazards of breach of integrity by police officers engaged in vice control."

Responsibility of Entire Police Force. The responsibility of the entire police department for suppressing commercialized vice conditions cannot be overlooked even though the department may have a vice squad, intelligence unit, or other organizational arrangement.

If the department has policewomen they should be assigned as part of their regular duties to patrolling taverns and other public amusement centers to check on violations involving juveniles. A few cities reported that policewomen are given temporary assignments to other vice investigations.

Depending upon departmental organization, detectives should have some responsibility for locating vice operators and learning the identity, locale, and method of operation of persons engaged in vice activities. Detectives also should assist uniformed patrolmen in vice enforcement that is beyond the capabilities of the individual patrolmen.

Each police patrolman should be held responsible for overt vice conditions on his beat, and it is his job to take proper action in all violations of the vice laws which are observed or that come to his attention during patrol. He should inspect suspected establishments, arrest violators, secure evidence and information that may lead to the arrest of violators, investigate minor complaints, and notify his supervisor of vice conditions that require specialized investigation and enforcement.

The work of each and every police patrolman is particularly important in a policy of harassing vice operators continually so as to keep vice conditions at a minimum. Vice conditions may never be completely eliminated, but police patrolmen more than any other departmental personnel can help in controlling vice all the time. This point of view was stressed time and again by all of the reporting cities.

Acknowledgements. The 32 cities supplying information for this report are:

Phoenix, Ariz.; Bakersfield, Berkeley, Burbank, Los Angeles, Palm Springs, and San Mateo, Calif.; Pueblo, Colo.; Hartford, Conn.; Miami, Miami Beach, and Pensacola, Fla.; Columbus, Ga.; Pocatello, Idaho; Peoria, Ill.; Lexington, Ky.; Worcester, Mass.; Escanaba and Kalamazoo, Mich.; Meridian, Miss.; Kansas City, Mo.; Portsmouth, N. H.; Albuquerque, N. M.; New York, N. Y.; Las Vegas and Reno, Nev.; Portsmouth,

Ohio; Philadelphia, Pa.; Newport, R. I.; Dallas, Tex.; Newport News, Va.; and Eau Claire, Wis.

Grateful acknowledgment for reviewing a tentative draft of this report is made to City Managers George E. Bean, Peoria, Ill.; H. R. Bennett, Burbank, Calif.; Clarence H. Elliott, Kalamazoo, Mich.; David D. Rowlands, Eau Claire, Wis.; and Ray W. Wilson, Phoenix, Ariz.; and to Albert N. Brown, deputy commissioner of police, Philadelphia, Pa.

THE INTERNATIONAL CITY MANAGERS' ASSOCIATION

1313 EAST 60TH STREET ★ CHICAGO 37, ILLINOIS

HIGHLIGHTS FROM THE 34th ICMA CONFERENCE Mackinac Island, Michigan, Sept. 12-16, 1948

September 30, 1948

Dear Member: - This little brochure, together with the enclosed resume of conference highlights, is intended to serve a dual purpose: (1) to carry to you who were unable to attend as much of the spirit of the conference as is possible through a printed page, and (2) to help those who are present to obtain the sort of perspective that isn't always possible to discern when intimately associated with a rapidly moving event.

The object of the Program Committee this year was to emphasize more than at previous conferences the function and job of the manager in contrast to city problems. The first two days, therefore, were devoted wholly to the former, the third day to the latter, and the fourth day to a general summary of all conference sessions. A total of 199 city managers attended, 21 per cent more than the previous high attendance at Montreal in 1946. The total registration this year was 413. (Continued on back page)



President C. A. Harrell, Norfolk, Va., opening the first session of the conference, with members of the question-and-answer panel on "The City Manager as a Leader" (left to right): H. G. Pope, Director, Public Administration Service; L. P. Cookingham, Kansas City, Mo.; Ashton J. East, Pleasant Ridge, Mich.; President Harrell; Carleton F. Sharpe, Hartford, Conn.; Leonard G. Howell, Madison, Wis.; and Warren C. Hyde, Albert Lea, Minn.



Six county managers attending the conference were (left to right): A. T. Lundberg, Arlington Co., Va.; I. G. McNayr, Montgomery Co., Md.; Wayne Allen, Los Angeles Co., Calif.; C. C. Massey, Henrico Co., Va.; A. E. Fuller, Fulton Co., Ga.; and J. Harry Weatherly, Guilford Co., N.C.

Only 11 counties in the United States operate under the county-manager plan and a few others have a modified form of the plan.



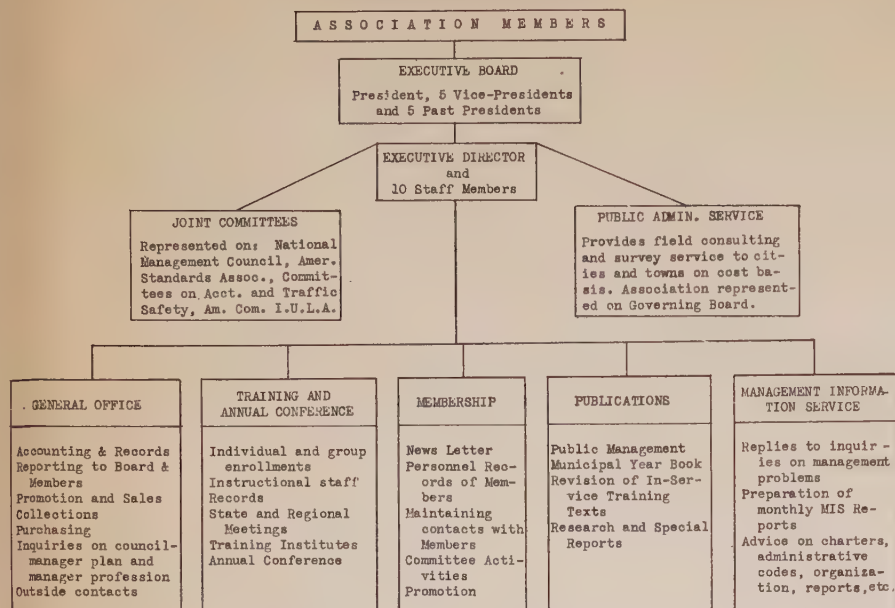
Sixty-six City Managers Attending Their First ICMA Conference

Top Row (left to right): Lyon, Covington, Ky.; Patriarch, East Lansing, Mich.; Karp, Long Beach, N. Y.; Moore, Grand Junction, Colo.; Minner, Liberal, Kan.; Hamner, Belton, Tex.; Branch, Reno, Nev.; James, Hampton, Va.; Heard, Winston, N. C. Second Row: Jones, Wichita, Kan.; Webb, Marysville, Mich.; Hyde, Albert Lea, Minn.; Wegner, Chariton, Iowa; Ladd, Clawson, Mich.; Creelman, Western Springs, Ill.; Eppley, Greendale, Wis.; Mathewson, Asheboro, N. C.; Eash, Brookfield, Ill. Third Row: Weatherly, Guilford Co., N. C.; Hinson, High Point, N. C.; Maxwell, University City, Mo.; Temple, Spartanburg, S. C.; Churchill, Roxboro, N. C.; Cross, Lexington, Neb.; Lundberg, Arlington Co., Va.; Churchill, Roxboro, N. C.; Hopton, Neosha, Mo. Fourth Row: Gould, Decatur, Ga.; Oswalt, Jacksonville, Tex.; Waddell, Manchester, Conn.; Baumberger, Boulder, Colo.; Hart, Miami,

Lanternman, Alma, Mich.; Lineback, Gainesville, Ga. Bottom Row: Goodman, Abingdon, Va.; Price, Houlton, Maine; Damoose, Ypsilanti, Mich.; Trafton, Sylvan Lake, Mich.; Liddle, Hazel Park, Mich.; Comstock, Bangor, Maine; Desmond, Mansfield, Mass.; Peterson, Portsmouth, N. H.; Laing, Alliance, Neb.; Goodnow, Keene, N. H. Other First Timers Present But Not in Picture: Barker, Ft. Fairfield, Me.; Bartlett, Montpelier, Vt.; Conlon, LaJunta, Colo.; Davenport, Grayling, Mich.; Healan, Cordale, Ga.; Hesck, Newport, Ky.; Jones, Shawnee, Okla.; Kramer, Petoskey, Mich.; Larsen, Ludington, Mich.; McCabe, Clarinda, Iowa; Moulton, Kingsport, Tenn.; Neumann, Manistee, Mich.; Palmer, St. Johns, Mich.; Peterman, Sault Ste. Marie, Mich.; Reid, Cartersville, Ga.; Warren, Ashland, Wis.; Willman, Columbus, Ga.; Wilson, Odessa, Tex.; Yoder, Sturgis, Mich.

THE INTERNATIONAL CITY MANAGERS' ASSOCIATION

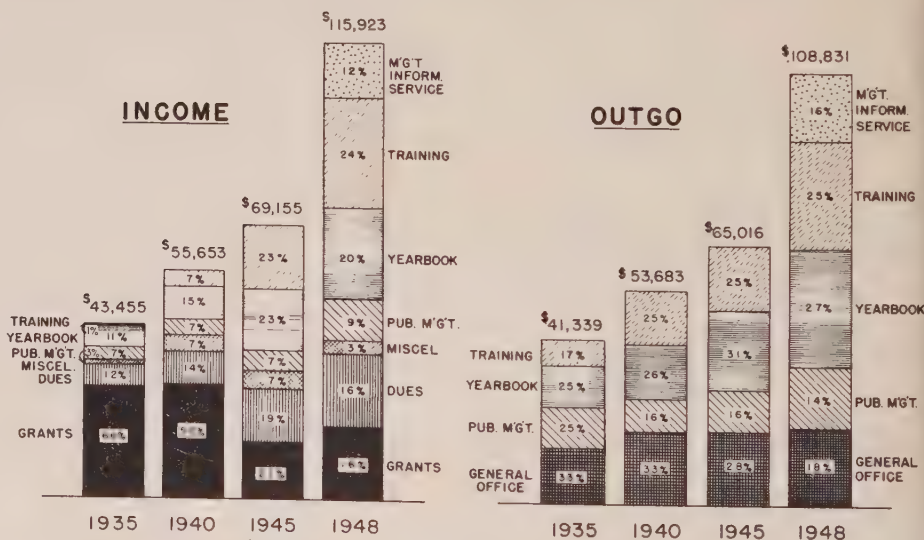
Organization and Activities Chart



The Association is governed by a President and five Vice-Presidents elected from different sections of the country: west, mid-west, south, east, and northeast. These officers are elected each year at our annual conference and they, together with the five most recent past presidents, comprise the Executive Board which selects an Executive Director and meets at least once each year to determine policies and program of work. The work of the headquarters office logically falls into five divisions: General Office, Training and Annual Conference, Membership, Publications, and Management Information Service. The purpose of ICMA is "to increase the proficiency of city managers and aid in the improvement of municipal administration in general."

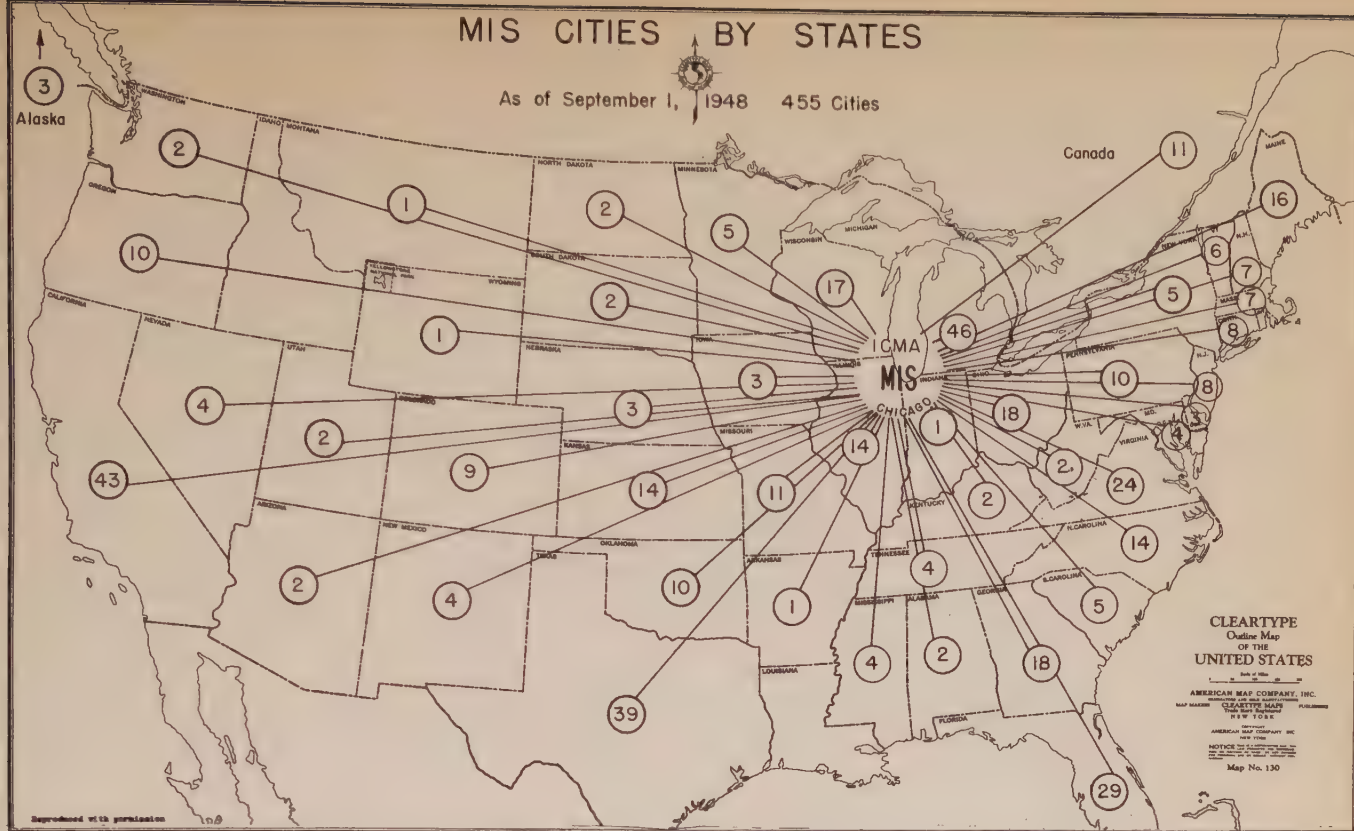
This chart indicates the trend of net income and outgo by five-year periods beginning in 1935 and the figures for the current fiscal year which ended June 30, 1948. In 1935 two-thirds of the income was from grants, but by 1948 income from this source was but 16% of the total. Income from membership dues was 12% in 1935 and 16% in 1948. Earnings in 1935 represented but 22% of the total and in 1948 it was 68%. As to outgo, general office expense and Public Management now represent a much smaller part of the budget than in 1935, while the Year Book has continued to absorb about 25% of the budget. Training has increased, while Management Information Service which did not appear until 1946 now represents 16% of our operating budget.

ICMA INCOME AND OUTGO TRENDS



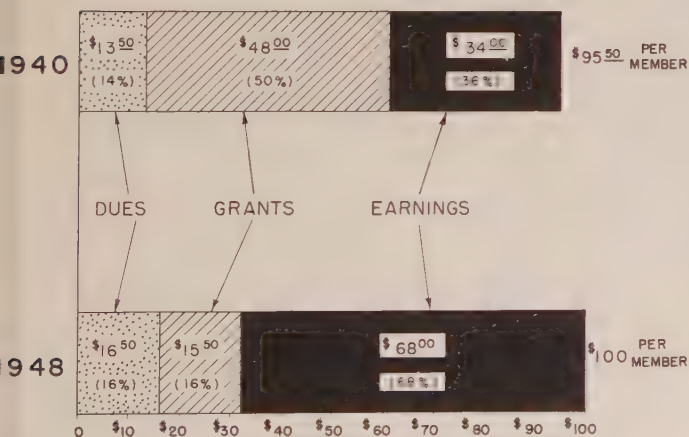
MIS CITIES BY STATES

As of September 1, 1948 455 Cities

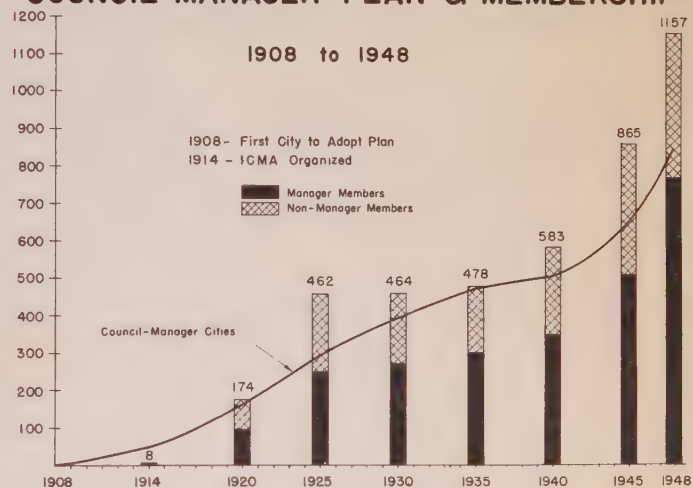


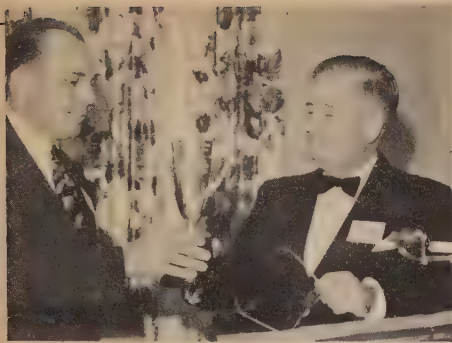
Showing distribution by states of 455 cities and towns subscribing to Management Information Service on September 1, 1948. A complete list of the names of these cities may be secured on request to ICMA.

TREND IN SOURCES OF ICMA INCOME PER MEMBER



TRENDS IN GROWTH OF COUNCIL-MANAGER PLAN & MEMBERSHIP





President C. A. Harrell presents coveted lance cup at annual banquet to Samuel E. Vallejo, Calif., vice president of California city managers group, who ac- l the cup for the state of California 3 managers in attendance, Michigan hav- ld the cup since the 1947 conference.



25-YEAR SERVICE AWARD WINNERS

Four city managers this year received 25-year Service Certificates. Awards were fivented by President Harrell at the annual 193et to (left to right) R. M. Cooksey, renville, N. C.; M. J. Rutledge, St. Lam- ren Que.; and H. F. Burkholder, Edgeworth, 30, The fourth manager was S. S. King, Rome, the This makes 29 managers who have re- 194e this award.

but ment and I hope that the pictures and repts in this folder have given you and idea of ICMA activities and of outg 4th Annual Conference in Pubi gular. The Michigan city man- much received well-deserved praise their fine contribution to the ss of the Conference. Through has - courtesy each delegate re- of d an attractive bowl filled cre Michigan fruit, and in addi- tion were entertained by motion untres, a boat trip to the our eaux Islands, etc. Evidence the city managers in confer- assembled also did some hard is indicated in the enclosed ary of the various sessions.

In planning the 1949 confer- which will be held at Palm n, Florida, December 4-8 the am committee will make use of the suggestions that you man- s will be kind enough to send to us. Until 1949, then -- the Florida managers will be hosts--a very successful year d to you all.

Sincerely yours,

Clarence E. Ridley
Clarence E. Ridley

GROWTH OF I.C.M.A. ACTIVITIES

PUBLIC MANAGEMENT

Paid Circulation

1935	1269
1940	1484
1945	2105
1947	3052
1948	3731

MUNICIPAL YEARBOOK

Copies Sold

1934	1111
1940	1831
1945	1937
1947	2843
1948	3013

*Year Started

MANAGEMENT INFORMATION SERVICE

Subscribing Cities

1946	136
1947	263
1948	439

*Year Started

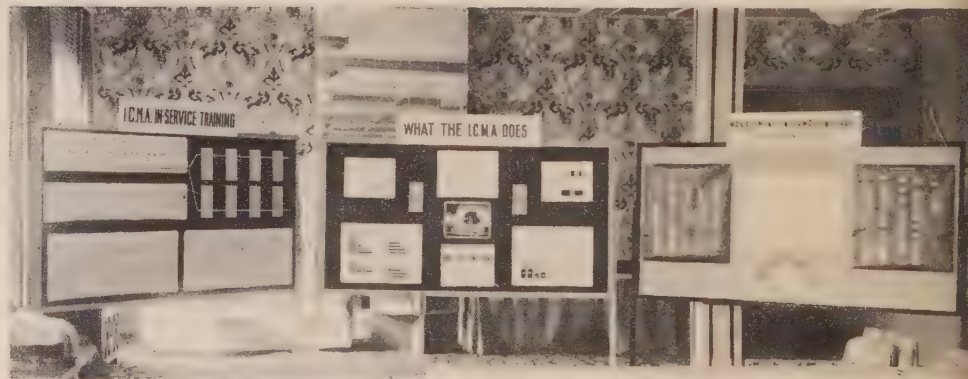
IN-SERVICE TRAINING

Sale of Training Manuals & Enrollments

1935	50
1940	318
1945	2078
1947	3141
1948	3601

*Year Started

This chart shows the growth in the circulation of Public Management, number of copies of the Municipal Year Book sold, number of cities subscribing to Management Information Service, and number of enrollments and training manuals sold for in-service training.



ICMA EXHIBITS AT CONFERENCE

The exhibit at the left illustrates the use of eight ICMA in-service training courses for individual and group enrollment, the center display board contains several charts which are reproduced in this folder, and the board at the right contains a list of 455 cities which subscribe to Management Information Service.



ICMA OFFICERS AND BOARD MEMBERS

Following election of new officers both new and retiring board members assembled for this picture. Front row (left to right): newly elected vice presidents-- Harold C. McClintock, Hutchinson, Kan.; Ross E. Windom, St. Petersburg, Fla.; and Carl H. Peterson, Saginaw, Mich.; retiring president C. A. Harrell, Norfolk, Va.; newly elected president, John H. Ames, Ames, Iowa; and new elected vice presidents John C. Hiteshew, Sewickley, Pa., and A. J. Koenig, Milford, Conn. Top row (left to right): E. A. Ingham Alhambra, Calif.; John C. Atkinson, Cambridge, Mass.; J. R. French, Verdun, Que.; Roy S. Braden, Raleigh, N. C.; Don C. McMillan, Pasadena, Calif.; L. P. Cookingham, Kansas City, Mo.; and Clarence E. Ridley, Executive Director. Board members not present were retiring vice-presidents V. J. Hultquist, Alcoa, Tenn.; George F. Little, Mckean,

International City Managers' Association
1313 East 60th Street, Chicago 37

RESUME OF 34th ANNUAL CONFERENCE SESSIONS
Mackinac Island, Michigan, September 12-16, 1948

The discussions at 17 conference sessions were summarized on the last day by chairmen or reporters. Chairman of this closing round up was Roy S. Braden who ended the conference with some comments on the value of attendance, this being his 19th conference. He also asked Robert W. Flack, the only person present who had attended the first ICMA conference in 1914, to give his views on the city manager profession. The brief summary statements presented below are based on reports made at the symposium session.

The City Manager As a Leader

Carleton F. Sharpe, moderator, and Warren C. Hyde, reporter. Panel members: L. P. Cookingham, C. A. Harrell, Leonard G. Howell, and H. G. Pope. (Prior to the panel discussion Harrell and Pope delivered short addresses which will appear in the October issue of Public Management.) The panel discussion revealed general agreement on the following:

1. A manager should not attempt to assume community leadership on any matter unless and until he has sold his council on it.
2. After a council has approved a new idea or policy the manager is clearly justified in selling it to the people.
3. The manager in assuming community leadership must be sincere and be able to convince the public of his sincerity.
4. Participation in service clubs and civic groups enables a manager to fulfill his leadership functions.
5. Where the mayor is a strong personality and will assume community leadership the manager should gladly let the mayor be the community leader.

Managers should feel free to advise the council in a careful manner as to their feelings regarding action by the council which the manager feels is unsound. One way to handle such a problem is to request further consideration. Many cities hold informal sessions of the council as a means of developing closer relations between the manager and council. Such sessions enable the manager to prepare the council for the formal meeting.

How Would You Do It?

This is the second year that a series of four concurrent group discussions have centered around actual case problems under the general heading of "How Would You Do It?"

Council Manager Relations. Lyman S. Moore, leader. This group suffered through a series of council problems encountered by the manager of a new city manager city who found himself in several varieties of trouble two weeks after he took office. The mayor told him that it was understood in the campaign that the police chief was to be fired. One councilman tried to get a job in the city hall for his niece. A second asked for an office in the city hall where he could transact both his council

business and his real estate business and a third couldn't understand why his firm could no longer bid on city business just because he had been elected to the council.

A bad fight developed on two competing airport sites and at the second council meeting the manager was asked publicly by the council for his recommendation. The manager thought that there were real economies to be derived from an administrative survey by outside consultants but his proposal was defeated by a 3-2 vote in public meeting. Finally, the labor member of the council notified him personally of an increase in union rates for carpenters, painters, masons, and electricians and asked him to place these new rates into effect at once for the six city employees who belonged to these trades. Surprisingly enough these problems appeared not to be unique but to be paralleled in the experience of a number of those present.

Specific solutions to these seven problems of relationship with the council were offered by Leonard Howell, Carl Sharpe, Tom Maxwell, John Ames, Ross Windom, A. A. Rhomborg, and Ed Ingham. By and large the wisdom offered by these experienced heads stood the test of discussion. The manager had a clear obligation to retain the police chief until he had full opportunity to appraise his ability. Buying an airport is not child's play and the manager should ask for the full amount of time necessary to study the proposal. After full study and consultation with other agencies and transportation interests he should be prepared to give the council a positive recommendation but not in his first two weeks in office. While administrative surveys by outside people will solve certain types of problems, a manager should know his council well enough never to bring a policy matter dealing wholly with administration to a 3-2 vote in council.

Councilmanic nieces are not always the best employees, but they should not be barred from city employment if competent and it was felt that competitive selection tests for clerical positions would be a handy resource to have available in such a situation. Very pertinent material for heart-to-heart conversations with councilmen who want private offices in city hall and who insist on bidding on city business was unfortunately not recorded for posterity. Finally, it was believed that the proposal to place an increase in union scales into effect for six employees gave the manager a prime opportunity to discuss, first with one councilman and then with the whole council the larger problem of pay plans and wage levels for all employees.

There were a number of these situations where any manager could use the help of an able mayor to lead the council and choke off improper personal requests. Also a number of the situations would iron out in discussion with the full council. It was agreed that this manager might have discovered far more than he did about his council and the problems of the city in the hiring interview. Before he even took the job the council attitude toward the police department should have been plain and this was the time to discuss the merits of outside surveys. Running through the discussion was the element of timing. Managers can't afford to reach wrong conclusions but almost as bad is to make the right recommendations at the wrong time. Timing was the key factor for this manager on a number of his problems. Some of them should have been anticipated when he agreed to take the job and some of them required more study and reflection.

Grouping Jobs in a Small City. Harold C. McClintock, leader. The city manager should have certain specific information before reorganizing the village government. He should: (1) make a study of the budget and determine availability of funds, (2) determine his authority under the charter or state statute, positions required by statute, and possibility of changing some offices from elective to appointive, (3) make an analysis of the jobs to determine work load, duties being performed, and skills required, (4) determine the qualification of various employees as to education,

training, and experience, (5) determine just how much time is spent by the part-time employees and officials on city work, (6) determine the underground political problems and situations in order to be able to meet any opposition, (7) make an inventory of city equipment, (8) make a survey of the physical facilities of the village and determine the character of the community.

In trying to arrive at a plan of reorganization the group did not have unanimity of opinion. Good management is based on broad general fundamentals but their application is colored by individual experience. It was agreed that a village of 2,500 had little if any need for a park commission or a health board, that these functions could probably be taken over by the village board. If this was not feasible the boards might be retained on an advisory capacity, or they might be stripped of administrative authority and the manager made an ex-officio member. If possible the offices of assessor, clerk, and treasurer should be made appointive by the manager. An attorney should be retained on a part-time basis and the question of his appointment by the manager or by the board was not definitely determined.

It was the consensus that if possible the village should be included in a county or regional health department. An alternative would be to employ a health officer on a part-time basis. The fire and police functions should be put in a public safety department headed by a chief. The need for six policemen was questioned but time did not permit a complete discussion of this point. It was agreed that the volunteer fire department should continue on that basis. In regard to building, plumbing, and electrical inspections it was the opinion of the group that this work should be handled by village employees serving in other capacities or by part-time employees not directly connected with building operations. A public works department including streets, water, sewers, and parks would be put under the supervision of the village engineer if he is on a full-time basis or under a superintendent if a village engineer is employed on a part-time basis. The electric utility would be under a separate superintendent with a maintenance crew for the distribution system. Clerical and financial activities would be placed in one office which should perform billing and collection work for the water and electric utilities. It was suggested that the positions of clerk and assessor could be combined in one individual. It was unanimously agreed that if the manager were an engineer he should be the village engineer and also head the public works department. If he were not an engineer he would supervise the clerical and finance department.

Selection of Administrative Personnel. George E. Bean, leader. Forty city managers spent two hours in analyzing and discussing the action that should be taken by a newly appointed city manager who found three out of four police captaincies vacant. Other aspects of the problem as outlined on a mimeographed sheet handed to each member of the group revealed that six months previous the city council had forced the retirement of the three captains whose work was not up to standard and that charges against the remaining captain were dropped but that he would be eligible for retirement within a year. The son of the latter captain was head of a private detective agency. The police chief was the fourth chief in ten years, and his leadership and public relations were under constant criticism, much of it coming from council members.

The problem outline also stated that the examination just held for the position of captain was limited by ordinance to sergeants. The civil service commission was authorized to certify two more names and the number of positions to be filled. The resulting list showed that sergeant No. 1 on the list was a very intelligent and ambitious officer who was at complete odds with the chief and had a reputation for fighting all of his problems through prominent businessmen and others. Number 3 on the list seemed to have first class qualifications and the city manager thought that the man who placed second slightly better qualified than the man who placed fifth. Number 4

on the list had excellent qualifications as a detective captain but he had earned the dislike of an important nationality group through an incident in which he had shot a man in self defense.

The city manager was advised by the city attorney that under the charter final authority for police captaincy appointments is vested in the manager. The power of appointment in the charter, however, is quite vague and the council is considering a series of charter changes. The problem discussed by the group was: "What are the basic problems that the city manager faces in building up the top leadership of his police department? What program of action should the city manager follow and how should he time such action? After considering the political, administrative, and social factors the members of the group reached the following conclusions:

1. Retain the chief on a probational basis and give him aid and advice in the choice of men to be advanced within the limits of the existing rules. The remaining solutions would necessarily be with the chief's approval since he would be given full responsibility for future action.

2. Retain the remaining captain until retirement unless "leaks" to his son could be definitely proven to an extent which interfered with the operation of the department.

3. Place #1 on the list "on ice" for future advancement if he refrained from further political activity. He would be informed of this decision by the chief.

4. Promote nos. 2, 3, and 4 in an attempt to strengthen the department, but the city manager should make it clear to the city council and the minority group leader why it was necessary to appoint no. 4 for the good of the city.

5. Request the city council to delay actual charter changes until the new team has had an opportunity to prove itself, at least six months. In this six months period a survey should be made for better guidance of council action.

Employee Morale. Donald C. Wagner, leader. A city manager is faced with the problem of low employee morale in a city which has just adopted the council-manager plan. In his first week in office he is faced with a demand that he recognize an employee union, affiliated with the CIO, as the collective bargaining agent for certain public works employees. He defers the question of recognition but learns that the employees feel they are underpaid, but their principle complaint is that they are not secure in their jobs as there has been a history of political interference and reprisals. A civil service system of sorts had been in effect for a long time but its misuse has brought it and the three member civil service commission into disrepute. It was persistently rumored that \$500 to \$1,000 paid to the chairman of the civil service commission assured top place on the police eligible list.

In the dying days of the previous administration consultants had prepared a position classification plan and a set of civil service rules one of which would freeze all employees into civil service who had worked for the city for one year prior to the preparation of the plan. Principally because of this provision even the reform members of the city council are suspicious of the classification plan and have withheld their approval. The machine members of the council, though favoring this feature are not too happy about some of the other provisions.

The questions to be answered by the group were: 1. What do you consider to be the major personnel problems to be faced by the new manager? 2. What additional information would you want before formulating a program of action to deal with these



problems? 3. What program of action would you recommend and how would you time the steps of the program?

The group was allowed considerable latitude in discussing the problem. It was agreed that the major personnel problems confronting the manager were low morale, the employee union, the proposed classification plan and rules, and the character of the civil service commission.

Additional information about employee morale would be secured from department heads and others familiar with the city government. Information should be obtained as to how many employees are members of the union. The general community feeling toward organized labor should be ascertained. Some inquiry would have to be made as to the employees who would be frozen into their jobs to determine whether or not this is a device to perpetuate political appointees in office. A program of action was discussed which included:

1. An effort to build up employee morale by a forthright statement by the manager to the employees and department heads as to the manager's beliefs and objectives with regard to sound personnel administration and pledging to all competent employees that their jobs are secure.
2. A decision to make peace with the union by agreeing to discuss with union representatives such things as hours of work, sick leave and vacation provisions, wages, recruitment, service ratings, grievances, etc., with the understanding that no right of any employee to discuss his own problem for himself would be taken away.
3. Urge the adoption of the classification plan and rules as soon as the manager is satisfied that the plan is not politically flavored. Some men felt that provision should be made for qualifying examinations for those who were to be frozen in.
4. Make a salary survey to provide for equal pay for equal work within the framework of the classification plan.
5. If proof can be obtained as to the dishonesty of the chairman of the civil service commission seek his immediate removal. Otherwise bide time until his term expires and then insist on an honest replacement.

It was the consensus that sound personnel administration is a "must" if a start is to be made toward improving employee morale.

Management Clinics

The morning of the second day of the conference was devoted to four panel discussions on selected management problems.

1. How to Sell City Government to the People. Russell E. McClure, chairman, and Byron J. Rockwood, reporter; resume presented by Oliver D. Comstock. Panel members: John F. Hassler, John C. Hiteshew, and Thomas V. Kennedy. Selling good city government is a public relations job and is more than just a publicity program. Perhaps the best way to start the program is to read the booklet "Municipal Public Relations" published by ICMA, and then hand it to some one who will be responsible for carrying out a broad program under the manager's supervision. In the larger cities such an assignment could be given to a member of city manager's administrative staff. In the smaller city this could be assigned to one of the departmental heads. A comprehensive program would include the following:

1. Appraise the present relationships between the city government and the public. First, identify the several groups or publics. Second, determine the attitudes of each of these groups toward the city government and the reasons for these attitudes.
2. Survey and criticise the present administration policies, contacts, procedures, attitudes, etc. in an attempt to explain present public attitudes. This survey will largely determine the content and immediate objectives of the public relations program.
3. Revision, adjustment, and improvement of administrative policies, procedures, and attitudes in an attempt to remove causes of friction between officials and citizens and build "good will" for the city. This is the most important step.
4. Preparation and release of publicity to stimulate popular interest in the city government, to correct popular misconceptions, and to acquaint the citizens with the improvements made in the third step.
5. Reappraisal of public attitudes to test effectiveness of public relations activities.
6. Constant revision and improvement of program to keep up with the situation.

The first point in the program aroused a good deal of interest since it involved contacts with various groups in the city. Discussion revealed that the major groups to be contacted are: (1) taxpayers - individually and collectively; (2) service clubs; (3) social clubs; (4) business and industrial organizations; (5) labor organizations; (6) neighborhood groups; (7) school organizations; (8) church groups; (9) racial groups; (10) city employees clubs; (11) special committee for a particular project; and (12) groups called for a specific project.

Various means available to acquaint these groups with the city government included newspapers, leaflets mailed with bills, and annual reports. Another approach is through radio programs, talks, and the day-by-day contacts between public officials and citizens. Educational programs for school children and an annual student government day when high school students take over the city government are effective in presenting the city government to the people. Public servant week has been recently inaugurated by one labor organization to give to the people a view of the city government.

Methods of Ascertaining What the Public Thinks of Municipal Policies, Activities, and Employees. Wayne Thompson, chairman, and Robert Baumberger, reporter. Panel members: E. J. Allison, H. G. Crow, and George J. Roark. The council and manager of any city ought to be guided in their program by the wishes of the majority of the people. A discussion by 75 city managers in attendance revealed numerous methods of ascertaining the reaction of the public to specific activities and of getting suggestions for improving services. Chairman Thompson stated that methods used in his city included calling people by telephone at random, sending speakers and questionnaires to high school civic classes, having students of civics classes attend council meetings, speeches before citizen groups by the city manager and department heads, and a plan for sending selected firemen and policemen to call on citizens at their homes and at business.

Don McMillan reported using postcard questionnaires but discontinued the plan when he received a return on only 10 per cent most of which were favorable. A person-

an invitation by telephone by one city brought citizens to council meetings. In Kansas City, Mo., municipal officials speak at various local civic meetings with the citizens organized into neighborhood districts which follow the boundaries of high school districts. George Boan reported that the University of Michigan is training students in poll-taking techniques and that such students will be available upon request to assist cities in making opinion surveys.

Mr. Roark has a citizens' planning workshop organized into six different groups which provide a good source of information on what citizens think about their government. Numerous improvement projects proposed by these workshops led eventually to a bond program which is now being supported by civic organizations at a referendum. Mr. Allison announced that a certain day would be "kick" day but he did not receive any more kicks that day than on the average day. Walter Hogan believed that the council should be the sounding board of public opinion. Mr. Crow believed that the manager can keep in touch with public opinion through close contact with school children and faculty, the school superintendent, and the recreation program. A few managers used citizens advisory groups on special problems but some managers felt that such groups might tend to usurp the responsibility of the elected council and the local planning agency.

It was generally agreed that the city manager should use all available methods to find out what the people want and balance this against the knowledge and experience which tells him what is best for the community. The manager must keep his finger always on the pulse of public opinion in order to make proper recommendations to the council for action. We should guard against getting too far ahead of public opinion. There also was general agreement that a city must have a broad program of keeping the public informed through the press and through other means on current municipal problems and what the city is doing about them.

Planning One's Own Time or How To Find Time To be Manager. Don C. McMillan, chairman, and W. A. Wolff, reporter. Panel members: O. W. Campbell, Kent Mathewson, and M. Deane Seeger. The suggestions made for conserving the manager's time may be outlined briefly as follows:

1. Regardless of the size of the city a formal organization plan is essential for properly delegating responsibility, developing work programs, and eliminating duplication of effort.
2. Each department head and employee should know his duties and to whom he is responsible. Mr. Seeger has issued a manual setting forth the duties of employees.
3. Most managers have the "open-door" policy on seeing visitors but a good receptionist or secretary in most cases can ascertain the reason for the call and either answer the question or refer the caller to an assistant or to a department head. Many managers have developed techniques for reducing the amount of time devoted to each call, such as having other callers seated in such a position that they can be seen by the person who is talking with the manager, or the secretary notifying the manager of another appointment, etc. J. Harry Weatherly believed that a good looking girl with brains could handle many callers and thus save the manager's time.
4. The manager should be able to delegate a great deal of work to department heads whose competence on the job can be greatly increased through enrollment in inservice training courses provided by the ICMA. C. A. Harrell has every department head come to his office between 9 and 10 o'clock in the morning although he does not always see all of them. John B. Atkinson and Wayne Thompson secure better cooperation from department heads as result of having luncheon meetings once a month.



5. Emphasis was placed by O. W. Campbell, George Bean, and Ross Miller on the need for managers to have administrative assistants who would not be specialists in any one field but who could take over any assignment made by the manager and who would be considered as potential future city managers. In a smaller city the assistant may have the title of clerk and may be attached to one of the departments while the larger city may have as many as three or four assistants each assigned to a special field such as planning, personnel, and finance.

6. Managers of the smaller cities who also act as purchasing agents reported that a great deal of time was devoted to interviews with traveling salesmen. Lohn R. Ficklin said that an effective way to reduce the amount of time spent in this way was for the secretary to have salesmen fill out a form indicating the equipment or supplies handled and the name and address of his company. This information is filed in a vendor's index which is used by the city in requesting bids.

Training Employees in Public Relations. Clarence H. Elliott, chairman; W. J. Deegan, reporter. Panel members: John H. Ames, J. A. Giddings, Robert Price. By improving public relations a city can get better public response to its programs. The discussion centered on who should be trained, subject matter to be covered, and how the training program should be conducted. Before any public relations training program can be instituted the manager himself should determine his own policy and transmit it in a positive manner to his own staff for their guidance. Groups to be trained are: (1) the manager and his staff, (2) all law enforcement officers, (3) complaint and counter clerks, meter readers, cashiers, inspectors, and other who have direct contact with the public, (4) department heads and supervisory employees, and (5) line employees whose public contacts are infrequent.

Training should include instructions on the municipal organizational structure and the relations of the various units to each other. Great importance was attached to improving techniques of communication, i.e., telephone, oral, and written communications; to proper methods of handling complaints; to giving employees direct instructions on ways and means of obtaining and assimilating the information required to answer questions of citizens. Employees should be taught to say "I don't know" when they do not know, and to learn how to refer the citizen to the right source or to get the information and relay it. Employees should not set themselves up as "interpreters" of the will and opinions of the city council when they don't know what the council is thinking.

The manager must assume the burden of starting the training. In the larger cities it could start thru periodic meetings with department heads and supervisors. The most desirable approach is to train personnel according to the type of public contact rather than on a departmental basis. The training may be conducted by the local personnel officer, or by a qualified employee of the local educational system, or by a public relations consultant from the state league, or by a public relations man from a local industry. Use should be made of the ICMA report on public relations, of films and folders distributed through the telephone company, of published material on writing more effective letters.

The managers present believed that local educational institutions should provide more public relations training for all students. Another suggestion was that city employees should be trained on how to obtain correct information needed in answering the public. Panel members suggested that the ICMA might prepare a short bulletin addressed to the rank-and-file employees on the importance of good public relations.



Problems Confronting Cities

A general session attended by all managers under the chairmanship of J. R. French listened to ten-minute talks by three outside specialists in the fields of personnel, finance, and planning and then broke up to meet in three concurrent discussion sessions with the same specialists serving as consultants.

Personnel Problems. Ross Miller, chairman; James M. Mitchell, Civil Service Assembly, consultant; and H. M. Pierce, reporter. Qualifications and training desirable in an administrative assistant to a city manager were outlined as: salesmanship and personality, training in preparing and keeping personnel records, ability to do research and prepare reports, some knowledge of business law, training in basic economics, and courage and integrity. A training program for department heads would include courses available through ICMA and day-to-day training in carrying out desired methods and procedures.

Should service ratings be used to award increases in salary? Advancement of employees should be based on performance standards. Service rating records provide a better basis for advancement than seniority or years of experience, providing the grading is accurately done. The tendency has been for each department head to rate all men in his department "good."

Methods used to improve employee relationships with the city administration include training programs, giving all employees the right of representation thru an employees' advisory council elected by them, conferences with employees, continuous personal interest in all employees by the manager, and improving the prestige of municipal employment. All employees should receive instruction on the organization set up of the government, relationship of his job to the general city government, and his rights and responsibilities as a city employee. Ways in which this can be done include printing the information in a leaflet and furnishing copies to all employees and giving a short two-hour oral instruction course.

Finance Problems. Bill N. Taylor, chairman; Louis H. Schimmel, Municipal Advisory Council of Michigan, consultant; and A. E. Fuller, reporter; resume presented by Robert Price. The first question presented to the consultant was: "What change in bond interest rates is likely to occur within the next six months?" The answer: "There will be an increase; there has been an increase within the last six weeks and there will be more. One reason is that local debts are increasing, the supply is filling the demand, and bond purchasers are naturally becoming more choosy. This applies to revenue bonds also, except that utility revenue bonds enjoy a preferred status. The bidder should be allowed to fix the rate. Competition on a par bid basis is sensible and fair. Bonds should be callable so that if interest rates go down the bonds may be refunded. The general over-all effect of state supervision of debt is good."

In reply to the question "How may a fair tax be assessed against the apartment house dweller who requires public services but pays little or no local taxes?" A partial solution is local excise taxes against the person rather than the property, such as sales taxes, business taxes, income taxes, etc. Some states prohibit such taxes but when the situation gets bad enough provision will likely be made to enable cities to levy them. Some cities have developed sufficient net revenues from municipally operated electric plants to relieve real property entirely from ad valorem taxation, but this is going too far.

"Should a city build up a reserve fund for the next depression?" The consultant's answer was "no". Too many postwar reserve funds were created with good intentions and

then finally used to reduce operating budgets. A reserve fund is a dangerous thing and the chances are too great that it will be used for purposes other than originally designed, and for that reason is not recommended as a good policy.

"What is a sound basis for determining a fair market value of real estate for assessing purposes?" In Michigan thousands of questionnaires were mailed to both parties to recorded real property transfers for the years 1938, 1939, and 1940, to determine actual prices by a willing seller and willing buyer. The average price over this three-year period was used as a base of 100. Likewise a base price can be established for any succeeding year and some reasonable addition made to the original base of 100.

Planning Problems. John B. Atkinson, chairman; Walter H. Blucher, American Society of Planning Officials; and Woodbury Brackett, reporter. Eighty per cent of the 60 city managers present had planning commissions. While a planning director responsible to the manager was felt desirable by many it was believed that a good planning board could take off some of the heat and also help sell planning to the people. The need for selling the plan while it is being developed was emphasized. This can be done by publishing it in simplified form in a local newspaper, assigning school children to various projects to familiarize them with the elements of the plan, conducting special programs for civic and service clubs, radio programs to illustrate specific cases, having city officials give talks before special groups.

It is better to have planning work done by a planner who is on the city payroll rather than by an outside consultant who might prepare the plan but not administer it. The outsider, however, should review plans that are made locally. Zoning is a tool to carry out a community plan. Spot zoning is bad. Too much area is zoned for commercial use in most cities and many cities have zoned in such a way as to prevent construction of moderately priced homes. Nonconforming uses should not be allowed because for one thing such uses give some individuals an unfair advantage over similar businesses in the business district. Chambers of commerce are becoming more intelligent concerning planning and want to leave that job to the city; they are not intent as in some previous years in having cities provide tax-free sites or other concessions.

Population Group Sessions

Always a popular feature of the conference are the five group discussions based on the population of cities and with each attended by 35 to 40 managers.

Cities under 6,000. Charles A. Haynes, chairman, and Clyde E. Swank, reporter. On the first topic, "better relations between central city and satellite towns", it was agreed that managers of the latter should offer to cooperate with the central city. Several satellite towns reported using the police radio of the central city. Some central cities permit satellite towns to use their sewer system and sewage disposal plant, the charge being less than cost of a separate disposal plant.

With regard to recreation facilities it was felt that no small city could provide all the recreation that is desired or even necessary; that the city would need to plan for the use of other facilities, such as may be available from the schools, churches, and commercial enterprises; that recreation should not be confined to the teen-agers; that parks with baseball and soft-ball courts and fields are desirable; that school grounds and other school facilities should be made available for recreation during the summer months.

Considerable interest was shown in a proposal that the same men serve as both firemen and policemen. Several small cities employ this plan, assigning men to 12



hours police duty and 12 hours as a fireman in a 24-hour shift. During the last 12 hours the men can rest or sleep except when on a fire call. With regard to one or two men in a police car the trend in most small towns, except in those adjacent to large cities, is toward the one-man police car.

Next came a discussion of the best sources of information about small city problems. Some managers believed the Municipal Year Book should carry data on the small towns. The use of MIS was urged on all such managers, with the assurance that this service would provide all needed information and also that Public Management provides much information. Mr. Ridley explained sources of information and exhibited the small booklet, "Governmental Data for Small Council-Manager Cities." He requested the cooperation of those present in suggesting items that should be covered in a new edition.

In discussing "budget control methods" several managers urged that materials and supplies be purchased only on order approved by the city manager on the basis of requisitions of foremen and supervisors. Funds should be encumbered to hold expenditures within budgeted limits.

Cities Between 6,000 and 12,000. Elder Gunter, chairman, and Charles L. Lineback, reporter. Among the problems discussed by the 38 city managers attending this session were sick leave policies, municipal insurance, sewer rentals, garbage collection, housing, handling complaints, providing recreation facilities, and staffing. It was agreed that a city should have sick leave rules and that employees are not entitled to sick leave as a right the same as to vacation leave. Many of the managers present reported that their cities carry liability insurance on motor equipment and a number of cities carry insurance against street and sidewalk mishaps for which the city would be liable.

One-fifth of the cities represented make sewer service charges based mainly on the amount of water used. With regard to refuse disposal it was generally agreed that the sanitary landfill method provided the best means if suitable land is available. In the recreation field a number of managers reported extensive programs, such as a community center and a full-time director in the wintertime in Alma, Mich., while in Petaluma, Calif., 14 per cent of the annual budget goes for recreation. With regard to staffing the city hall it was agreed that the manager in a small city had numerous jobs to perform and that it was just as essential as in a large city that he have some assistance to relieve him of routine duties so that he can devote more time to planning, public relations, and over-all direction and supervision.

Cities of 12,000 to 20,000. Steve Matthews, chairman, and Richard H. Custer, reporter. The first question was "To what extent is the installation of cost accounting justified in cities of this size?" It was agreed that cost accounting is valuable for budgetary and administrative control. It was the consensus, for example, that centralized control of motor vehicles and centralized cost accounting for their use is highly desirable.

With regard to service charges, it was revealed that about half of the managers present had garbage collection charges. It was pointed out such charges tend to relieve the burden on property taxpayers. Several cities, however, reported considerable difficulty in selling the public on the service charge method, and home garbage grinding installations appear likely to create technical problems which will affect waste collection practice and financing. Some cities have attempted to discourage if not to prohibit the use of such installations.

On the question of extending utility services beyond the city limits, almost without exception managers indicated that their charges for outside services are higher

than charges within the city. Sewer service charges are based in most cases on a percentage of the water bill. Some cities offer the consumer separate metering for consumption of water which does not return to the sanitary sewer system, or make charges on the basis of the number of fixtures in the dwelling.

"What are the best methods of reporting to the city council?" No single method was considered as best, but most managers use a periodic newsletter or similar written medium for keeping the council informed. A formal agenda for council meetings is used by practically all cities in this group. Informal meetings prior to regular council meetings are utilized by many of the managers to provide information to the council. It was emphasized that every effort to improve methods of reporting to council members should be utilized, and that reports generally should not be released to the press prior to their release to council members.

With regard to combining the fire and police departments it was believed that because of the differences between the two services there would be a doubtful advantage in having policemen assist firemen or vice versa in performing their duties. But the discussion revealed that several managers saw some merit in combining these functions. A discussion of the sanitary landfill method showed that six managers were using this system and that three of the six had abandoned the use of incinerators. The availability of suitable land and the length of the haul were the more important factors.

Cities between 20,000 and 50,000. Ross Taylor, chairman, and Carlton C. Massey, reporter. Of most interest was the subject of financing off-street parking. It was agreed that this activity is a municipal responsibility when private enterprise does not meet the need or when there is danger of desirable locations being converted to other uses. As to the method of financing, on which there was no agreement, it was suggested that a city consider parking meter revenues, assessment against a benefit district, combination of city and private funds, or the general fund. With regard to building codes, it was the consensus that most cities could well review and revise their codes and that they should be made less restrictive only when safety and sound permanent construction would not be jeopardized. On the question of motor equipment it was agreed that wherever possible the equipment should be owned by the city rather than by employees. It was agreed also that city-owned equipment should be owned and maintained by a central garage and rented to the various departments in order to make more effective use of the equipment and to eliminate duplication. A discussion of police shift assignments showed that most of the cities represented rotate police shifts from once every two weeks up to once every month. One manager suggested premium pay for night work but no change in shifts and another suggested rotation of shifts except for top level personnel and detectives. With regard to whether detectives should work singly or in pairs, one manager said only one man was assigned to a case.

Cities Over 50,000. Ross E. Windom, chairman, and Arthur S. Owens, reporter; resume presented by Carleton F. Sharpe. The problems discussed included: economic effect of inflation on cities, housing, fire and police administration, sanitary landfill method of refuse disposal, and regulation of subdivisions. Greatest interest centered on housing and on fire and police problems.

1. Most cities are postponing construction projects such as buildings except where federal or state funds are available for definite projects. But practically all cities represented are going ahead with new pavement construction and repairs to old streets. A few cities can no longer postpone such facilities as incinerators and a central garage. None of the cities represented have reduced any municipal services. One manager explained a program he has developed for informing the council and the people of the effect of inflation on the tax dollar.

2. It was agreed that sometime in the future cities will have to do something about low-cost housing. The federal government has received applications from 75 cities for permission to take over certain federal housing projects. One large southern city is providing housing for Negroes and a north central city has supplied land for more than 100 homes, encouraged a mortgage company to supply funds for construction, and will sell houses to veterans at \$8,300 per unit. Several other cities reported that they have taken steps to provide sites for housing while others are revising building codes.

3. A number of cities, including Portland, Me., and Hartford, Conn., use one-man police patrol cars on day and night shifts while other cities use one-man cars during the daytime shift only. Most cities use school boy patrols at school crossings with the city buying the necessary equipment. Hartford is employing 100 new firemen who also will be trained to perform certain police work. Richmond, Calif., is putting fire extinguishers on police cars. San Jose, Calif., has put firemen out on inspection work with one man remaining on the apparatus and Berkeley is starting this plan.

Several managers reported dissatisfaction with their fire alarm equipment. The manager of a city of 70,000 reported that only eight of 324 fire alarms last year came over the Gamewell, and all eight were false alarms. Several managers believed it would not pay the city to install a Gamewell system, and others believed that cities should have better equipment than that provided by Gamewell. San Jose is conducting an experiment with a radio-controlled alarm. The manager of a city of 100,000 said it would cost his city \$150,000 to repair the Gamewell system and he considered putting telephones in fire boxes the same as is done for police call boxes. The group unanimously approved a motion asking the Association to make a study of fire alarm equipment, effect of the underwriters insurance classification method on cities, and how cities can best get a check by technical experts other than by the underwriters.

4. Sanitary landfill for refuse is the best method where suitable land is available without too long a haul. One city covers the land with leaves to prevent it from freezing. Another city found that the cost of sanitary landfill was one-fourth the cost of operating incinerators. One city, Yonkers, N. Y., reported excellent results with the use of a tar product for destroying flies, rodents, and so on. Walter Hogan, Stockton, Calif., is experimenting with a 30-yard trailer into which refuse is dumped for hauling to the fill in order to cut truck costs.

5. It was agreed that cities should make no concessions to real estate subdivision developers. The majority of the cities represented have during the last two or three years adopted or strengthened their regulations requiring installation of utilities in subdivision developments.

THE INTERNATIONAL CITY MANAGERS' ASSOCIATION
1313 EAST 60TH STREET ★ CHICAGO 37, ILLINOIS

HIGHLIGHTS FROM THE 35th ICMA CONFERENCE
Palm Beach, Florida, December 4-8, 1949

December 28, 1949

This little folder and the enclosed resume of the 18 conference sessions are designed to bring members to date on what city and county managers are thinking and doing about management problems. Perhaps this will bring to those of you who were unable to attend something of the spirit of the conference, and for managers who did attend it will serve as a reminder of ideas and practices you might want to put into effect during the coming year.

The 35th Annual Conference set a new record in attendance with 250 city and county managers, 25 per cent more than the previous high set last year at Mackinac Island when 199 managers attended. The total registration this year was 545 as compared to 413 last year.

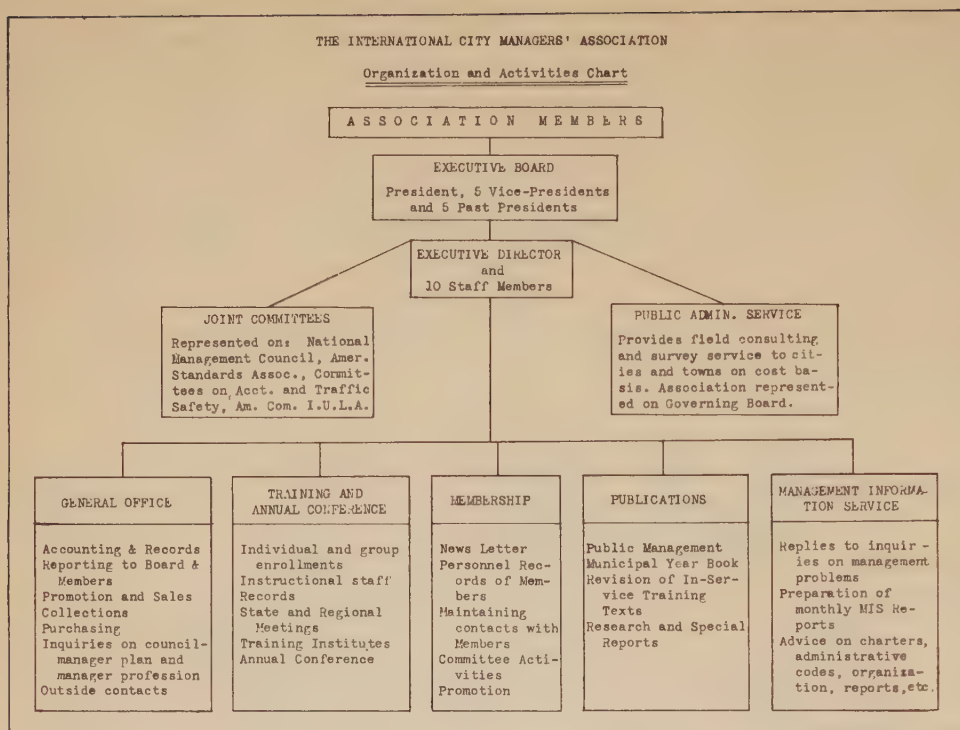
Symbolic of the hearty welcome received upon arrival at the Whitehall, Palm Beach, is this picture - showing the Palm Beach Town Manager, L. Devette Lockwood (second from left), extending a welcoming hand to the Director, while Keith R. Chinn, Manager of West Palm Beach (second from right) extends a glad hand to President John J. ... Directly in front of the main entrance of the Whitehall is Larry Borden, manager of the hotel, and his genial smile extended clear through the conference. To Lockwood's left is the town's Convention Manager, R. L. Ray. Omitted from this picture are 30 Florida managers who did everything possible to make this the best of the 35 annual conferences of this Association and according to those in attendance they succeeded.



CITY AND COUNTY MANAGERS ATTENDING THEIR FIRST ICMA CONFERENCE

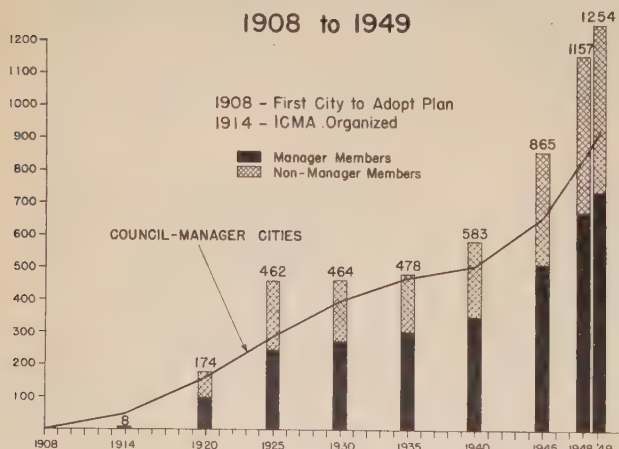
Of the 250 managers at Palm Beach, 91 were attending their first conference most of them are in this picture. Listed by states the names of these 91 managers and their cities are: ALABAMA: Pearson, Brewton. ARIZONA: Deppe, Phoenix; Martin, Tucson. CALIFORNIA: Howell, El Cerrito; Keithley, Stockton; ... San Leandro; Smith, Santa Cruz; Tellefson, Culver City; Weiler, Lodi. ... Rolfes, Golden. CONNECTICUT: Henkle, New London. FLORIDA: Allen, ... Haven; Baldwin, Ocala; Black, Delray Beach; Bodine, Kissimmee; Chinn, ... Palm Beach; Clark, Lake Worth; Crowder, Auburndale; Edmond, Pompano Beach; ... Quincy; Hettema, Dade City; Hughey, Madison; MacCotter, Jacksonville ...; McCreary, Tarpon Springs; McIlwain, Coral Gables; McKibbin, Sanford; ...; New Smyrna Beach; Weisenhelder, Fernandina; Mitchell, Surfside; Odom, ...; Semmes, Pensacola; Spalding, Key West; Spinks, Lakeland; van Deusen, ... Cove Springs. GEORGIA: Brown, Gainesville. ILLINOIS: Cfeelman, Western ... KANSAS: Basgall, Hays; Hellemer, Atchison; Wigglesworth, Russell.

MARYLAND: McDonald, Greenbelt. MICHIGAN: Arrowsmith, Wayne; Brown, Wakefield; Kinder, Flint; Kranenberg, Grand Rapids; MacPhail, Bay City; Terrill, Grand Haven. MISSOURI: Jenkins, Slater; Johnson, Lebanon. NEW JERSEY: Reilly, Hackensack. NEW YORK: Creagh, Niagara Falls. NORTH CAROLINA: Barnhardt, New Bern; Benson, Wilmington; Green, Wilson; Hamilton, Carolina Beach; Ray, Fayetteville; Ribet, Valdese; Roberts, Gastonia; Sansbury, Lumberton; Snyder, Marion; Swindell, Durham County; Townsend, Greensboro; Williamson, Rocky Mount. OHIO: Gedge, Wyoming. OKLAHOMA: Edge, Cushing; Houston, Pawhuska; Van Hook, Woodward; Winsted, Ponca City. PENNSYLVANIA: Bailey, Edgeworth; Harding, Oakmont; Hein, Lehigh. SOUTH CAROLINA: Barbot, Florence; Mackintosh, Lancaster; Rogers, Camden; Stallings, Charleston County. TENNESSEE: McCullough, Murfreesboro; Sears, Hamilton County; Rorimer, Oak Ridge; Smith, Alcoa. TEXAS: Middleton, Baytown; Stallings, Macogdoches; Thompson, Weslaco; Wood, Wichita Falls. VERMONT: Miller, Brattleboro. VIRGINIA: Chapman, Salem; Fuller, South Norfolk; Lawson, South Boston; Morrison, Bristol; Reeder, Richmond; Willard, Hopewell. WEST VIRGINIA: Mitchell, Bluefield. QUEBEC: Lord, cap de la Madeleine.

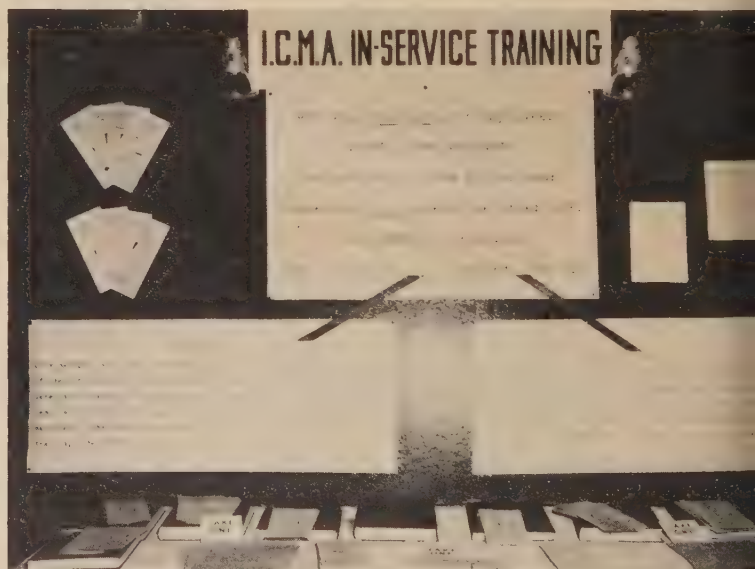


The Association is governed by a President and five Vice-presidents elected from different sections of the country: west, northwest, south, east, and northeast. These officers are elected each year at our annual conference, they, together with the five recent past presidents, comprise the Executive Board which selects an Executive Director and meet at least once each year to determine policies and program of work. The work of the headquarters office logically falls into five divisions: General Office, Training and Annual Conference, Membership, Publications, and Management Information Service. The purpose of ICMA is "to increase the proficiency of city managers and aid the improvement of municipal administration in general."

TRENDS IN GROWTH OF
COUNCIL-MANAGER PLAN & MEMBERSHIP
1908 to 1949



This chart, which appeared on one of the conference exhibits, shows how rapidly both membership and manager cities have grown since 1940 as compared with previous years.



One of the exhibits shown at the conference to emphasize the importance of in-service training courses which ICMA inaugurated in 1934 for administrative personnel.



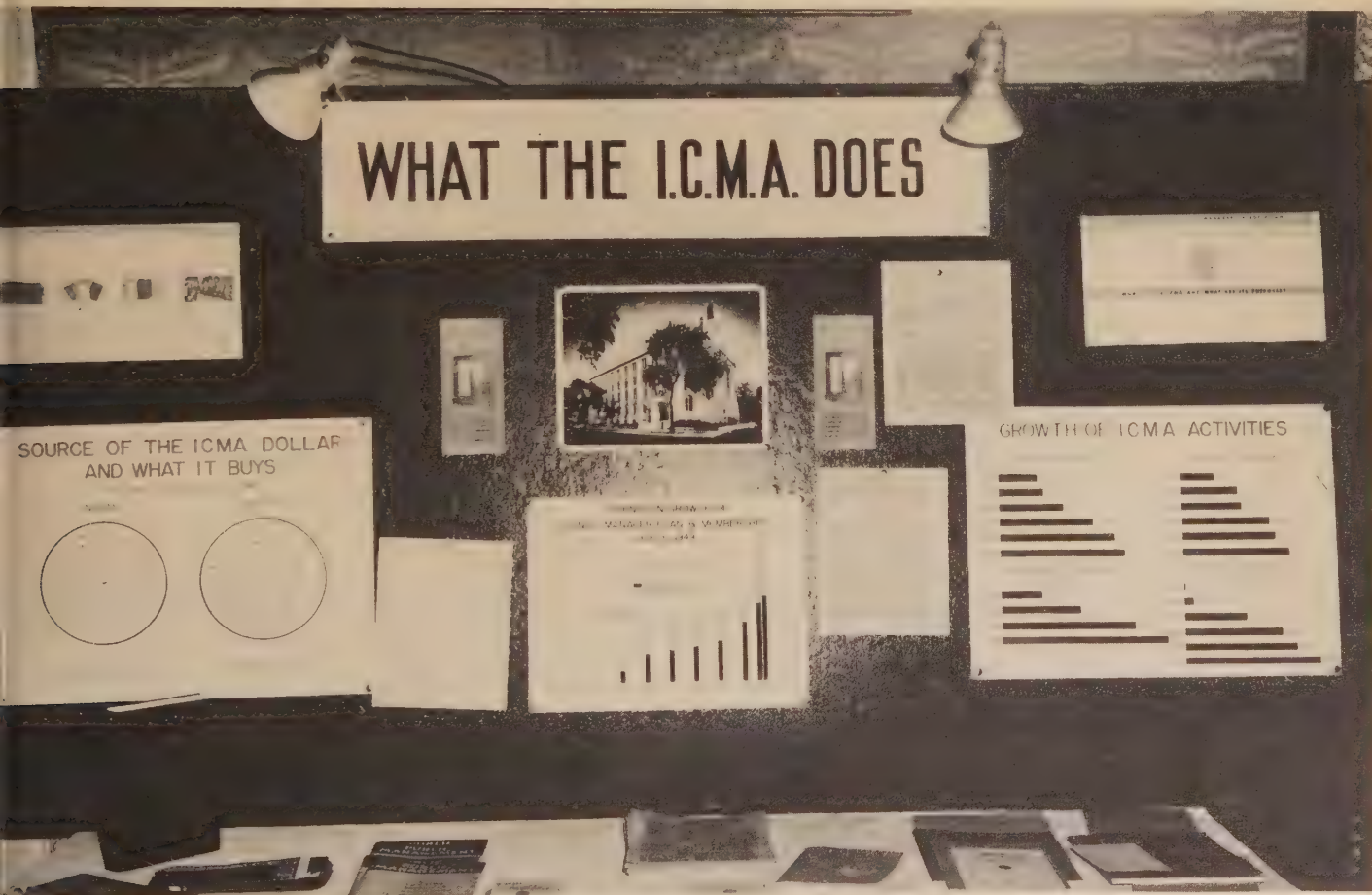
THE 545 CITY MANAGERS, WIVES, AND GUESTS ATTENDING THE CONFERENCE



Eight county managers attending the conference were (front row, left to right): Irving G. McNayr, Montgomery County, Md.; Wayne Allen, Los Angeles County, Calif.; H. G. Stallings, Charleston County, S. C.; and A. L. Fuller, Fulton County, Ga. Second row, left to right: Clarence E. Ridley (executive director, ICMA), A. T. Lundberg, Arlington County, Va.; Howard J. Sears, Hamilton County, Tenn.; E. S. Swindell, Durham County, N. C.; and C. C. Massey, Henrico County, Va.



The four speakers at the annual banquet on Wednesday evening were (left to right): Louis Brownlow, former manager, Petersburg, Va., and Knoxville, Tenn., a past president of ICMA and an honorary member; Harold S. Buttenheim, editor of the American City; Charles E. Merriam, chairman emeritus, Political Science Department, University of Chicago, and honorary member of ICMA; and Yulin Hsi, member of the People's Political Council of China. Mr. Buttenheim was elected an honorary member of ICMA at the conference.



One of the three exhibits that were designed to inform managers at the conference on the activities and finances of their Association.



ANNUAL ICMA CONFERENCE, PALM BEACH, FLORIDA

The International City Managers Association

Organized in 1914

Certificate of Service

In recognition of his twenty-five years of service as a city manager, The International City Managers' Association is pleased to present to

R. E. Lacroix

this certificate in honor of his contribution to the proficiency of his fellow managers and his achievements in advancing municipal administration.

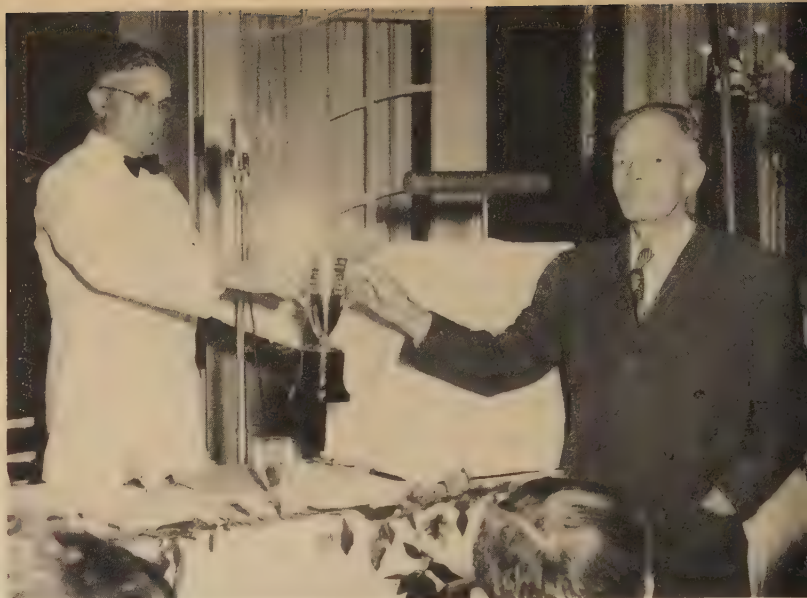
Presented at the 35th Annual Conference of The International City Managers' Association on this 7th day of December, 1949.

Signed in behalf of the Association

John H. Ames
Clarence E. Ridley

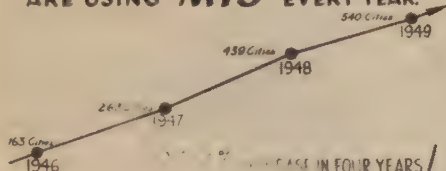


Five city managers were awarded this 25-year service certificate. The awards were presented by President Ames at the annual banquet to R. E. Lacroix, Outremont, Que.; Ross Taylor, Enid, Okla.; and W. K. Willman, Port Huron, Mich. Two managers, F. Robert Buechner and George D. Fairtrace, were awarded their certificates in absentia. This makes 34 managers who have received this award.



President John H. Ames presents coveted attendance cup at annual banquet to H. H. Crow, Benton Harbor, Mich., who accepted the cup for the state of Michigan with 33 managers in attendance, California having received the cup at the 1948 conference.

**MORE AND MORE CITIES
 ARE USING MIS EVERY YEAR.**



This chart was part of a special exhibit on the Association's Management Information Service.



The quartet which provided such fine entertainment at the Annual Banquet was organized by Donald M. Oakes, city manager of Berkley, Michigan (second from right), the other members of the group being (left to right) R. J. Eppley, village manager, Greendale, Wis.; Louis A. LaPointe, director of departments, Montreal, Quebec, and W. T. Williamson, East Detroit, Mich.



ICMA OFFICERS AND BOARD MEMBERS

Following election of new officers both new and retiring board members assembled for this picture. Seated in the front row (third from the right) is the newly elected president, Robert W. Flack, Durham, N. C., and at his right is retiring president John H. Ames, Ames, Iowa. Also in the front row are the five newly elected vice presidents, beginning second from left: Clarence H. Elliott, Jackson, Mich.; L. J. Houston, Fredericksburg, Va.; and G. H. Palmes, Fort Collins, Colo. Continuing at the right end of the row are J. A. Raffield, Sumter, S. C., and Carleton F. Sharpe, Hartford, Conn. At the extreme left is Director

Ridley. Standing in the second row are five retiring vice presidents: second from left, John C. Hiteshew, Sewickley, Pa.; fifth from left, Ross E. Windom, St. Petersburg, Fla.; and the three at the right end of the row, Harold C. McClintock, Hutchinson, Kan.; A. J. Koenig, Milford, Conn.; and Jay F. Gibbs, Oak Park, Mich. Also standing are four past presidents who continue on the board: at left end, Don C. McMillen, Pasadena, Calif.; third from left, C. A. Harrell, Norfolk, Va.; and to his left, J. R. French, Verdun, Quebec; in the white suit, Roy B. Braden, Raleigh, N. C. Not in the picture but present at the conference was L. P. Cookingham, Kansas City, Mo., past president who retires from the board after serving continuously since he was elected president in 1933.

International City Managers' Association
1313 East 60th Street, Chicago 37

RESUME OF 35TH ANNUAL CONFERENCE SESSIONS
Palm Beach, Florida, December 4-8, 1949

The discussions at 18 conference sessions were summarized on the last day by city managers who acted as reporters. Roy S. Braden, who has for many years been chairman of the closing roundup, presided again this year. In closing the conference he stressed the value of attendance, expressed the hope that managers upon returning to their cities would put into effect many of the methods and ideas gleaned from the conference, and urged the 250 managers present to attend the conference next year. The brief summary statements presented below are based on reports made at the concluding session.

The Art of Management

Robert W. Flack, moderator, and David D. Rowlands, reporter. Panel members: John H. Ames, George E. Bean, L. P. Cookingham, and Samuel E. Vickers. (Prior to the panel discussion Mr. Ames delivered his presidential address on "The Art of Management" which will appear in the January issue of PUBLIC MANAGEMENT.) The panel discussion revealed agreement on the need for managers to understand the mechanics of human behavior and to use the right techniques in dealing with different individuals or groups. Emphasis was placed on the art of developing good relationships with the council, with employees, and with local civic groups.

The manager must do what he can to foster a spirit of mutual confidence and respect between himself and the council. Carry-over councilmen should make a special effort to inform newly elected council members on how the council-manager plan operates. Differences of opinion between blocks or groups in the council should be openly recognized and resolved by informal meetings and the presentation of factual data whenever possible. The manager must realize that differences of opinion also will develop between himself and the council and be cognizant of the fact that his reasoning is by no means infallible. The manager must know when it is proper and expedient to discuss with the council important administrative matters such as, for example, the inauguration of a personnel program or the appointment of a police chief. The manager should always make recommendations to the council on matters that arise even though they may not be adopted, and he should assume considerable leadership, keeping in mind always to give the council credit for accomplishments effected.

One of the manager's chief jobs is to train and develop good department heads by recognizing their ability, dignifying their positions, and making clear to them what they are expected to accomplish. If a poor department head cannot be trained to do a better job he should be replaced at the earliest opportunity. Staff meetings are instrumental in promoting good relationships through the mutual exchange of ideas and the development of an esprit de corps. It was believed that employee complaints should clear through the department head concerned, following the chain of command principle. The manager, however, must interest himself in the welfare of all employees and the development of new ideas should be encouraged from the grass-roots level as well as at the departmental head level, credit should be given where it is due, and employees should be indoctrinated with the philosophy of good governmental standards which they in turn can sell to the citizens with whom they come into contact. It was believed that managers should remember that it is not always what you do but how you do it that counts most in developing good employee relations.

The manager should not be reluctant to call on civic groups to promote a good program that has been approved by the council. The manager must get the feel of his

(Over)

community. He may even find it possible to encourage the development or organization of a civic group for the discussion of policy matters, but this preferably should be done at a time when a controversial issue is not before the people. The manager is treading on dangerous ground when he attempts through civic groups to influence council decisions.

Emphasis was placed on proper timing in relation to the attitude of the council. One manager said that the manager might have to push citizens into forming a citizen committee, but the manager should avoid getting involved in so-called politics of a partisan nature. Another manager emphasized the need for not talking too long or too much --that the manager should spend more time listening and weighing ideas and using the best ideas at the right time. If and when advisory boards are used they should be set up for a specific purpose and disbanded when the job is done, otherwise they might get into the administrative field.

The manager must assume as much leadership as the council will allow him to accept. He must sell programs approved by the council and sell good government all the time, indoctrinating all employees in this philosophy of government. There are more people who want good government than want bad government, and the use of community sounding boards will permit the manager to plan properly and to make good timing possible--a prerequisite in the programming of municipal affairs.

Manager Relationships

The afternoon of the first day was devoted to concurrent panel discussions on the several manager relationships--the public, city employees, and the council--and a fourth session on public reporting.

Public Relations. Clarence H. Elliott, chairman, and Herbert D. Fritz, reporter. Panel members: M. P. Jones, G. L. Oppen, J. A. Raffield, and James F. Shurtleff. It was agreed at the outset that public relations consist of the sum total of contacts, attitudes, impressions, and opinions and that one of the first jobs of the manager and council is to find out what the public wants. This can best be done through contacts with business groups, educational and church organizations, and industrial and civic organizations of various types. This must be done chiefly by the manager but department heads and other employees can assist in broadening the fields of contact provided accurate information is secured. Planning commissions or advisory boards also can assist the council and the manager in finding out what the public most wants or needs.

It was the consensus that the burden of selling a good public relations program to the people is chiefly a managerial function. Many cities reported that the use of the radio was one of the most effective public relations media. But newspapers were recognized as the most valuable outlets, especially when confidence has been built up between the manager and the editor. The consensus on publicity channeling was that department heads should be authorized to release factual routine operating information but should refrain from statements on policy or programs.

A few managers reported effective use of post-card polls and direct house-to-house interviews. Early contact with newcomers to the city through the chamber of commerce "welcome wagon" is productive of good will toward the city. Several managers work with school authorities in classroom instruction on local government, and several reported that such contacts could be made more effective through the use of a questionnaire and other material which students take home. In other cities, pamphlet prepared by the League of Women Voters have been used effectively. One manager suggested that a review of nuisance elements in various regulations, such as making a charge for water meter testing, might lead to the elimination of practices which tend to create friction with the public.

Emphasis was placed on employee actions, appearance, and attitudes as important elements in the public relations program. Misfit personnel should be replaced and meritorious services recognized, employees should be trained in the proper handling of telephone calls, and a method should be set up for the prompt handling of complaints.

With regard to public relations organization it was the consensus that the activities under this head should be handled directly by the manager with the help of an assistant or a responsible department head rather than set up a separate public relations office. Several managers held to the opinion that all releases should be cleared through the manager but the majority favored giving authority to department heads to release actual departmental accomplishments. Some cities have police photographers take pictures to be used with news stories on activities of other departments.

Great emphasis was placed on the need for training contact employees such as police, firemen, clerical, park and recreation employees, telephone operators, receptionists, refuse collectors, and meter readers. In one city a training program for public contact and clerical employees in the various departments is handled by the personnel department head and recently a second course was set up for supervisory personnel, using one hour a week on city time for 12 weeks. The source of material for these courses included films secured from utilities and other industrial concerns. The need for training employees on the working relationships and fundamental responsibilities of all departments was emphasized. Most of the training for public relations has been tied in with other basic in-service training courses.

Employee Relations. Russell E. McClure, chairman, and John C. Hiteshew, reporter. Panel members: L. B. Bartlett, N. G. Damoose, Leonard G. Howell, and Ross Miller. The first part of the discussion centered on elements of a positive program for improving such relations. It was the consensus of the group that managers should inform employees fully of the advantages of their jobs with the city and point out the benefits. Several managers reported that it is desirable to issue a handbook or pamphlet which not only discusses benefits of municipal employment but also contains personnel rules. It was suggested also that the manager should tell the civil service commission what he expects of them--if he expects the commission at all times to provide qualified people for the municipality, that the commission is not to consider itself as an employee protective association, and that decisions on personnel matters should be fair to both sides. On the question of talking directly to employees, one manager reported that he met with all employees three times a year, each department separately, while several other managers felt that department heads should do the talking to employees.

Municipal policy in any city in dealing with employee unions depends to some extent upon the type of city--that is whether it is a union or nonunion town. Generally it is advisable for the manager to sit down and negotiate with the union on working conditions and salaries. While employee groups should be allowed to come in and talk things over, it was the consensus that the city should not enter into contracts with unions, chiefly because most city attorneys advise against such contracts. The time to settle difficulties and problems with unions is before conditions become acute rather than after trouble starts. It was believed that unions that have good leadership may be of real help to the city, that they can be a sounding board for employees, and can help the manager with a good personnel program. Unions generally will respect the point of view of the manager, and if the city is fair with the unions they in turn likely will be fair with the city. There is a trend toward union leadership becoming more responsible.

The managers in the group felt that the city budget should be complete for the year and nothing short of an emergency should cause it to be changed, this opinion
(Over)

growing out of a statement by a manager who said that the employee union in his town never got things settled but was always coming back for something else, such as an increase in pay.

Another subject of great interest was political activity by employees. It was felt that the manager and council should discourage employees from participating in political activities which would be contrary to law or charter and that employees should not contact individual councilmen with requests for local legislation. It was believed that the state legislature infringes on municipal home rule if it grants requests made by special employee groups.

On the question of evaluating employee relations the chairman submitted information used by San Diego County in taking an employee attitude survey, each county employee being invited to express his ideas and feelings about his job. This survey showed that job security was of the most concern to employees and other items in the order of importance were interesting work, amount of pay, good physical working conditions, promotion on merit, credit and recognition for work done, and counsel on personal problems. The San Diego study also revealed that the morale of county employees was as high or higher than that of employees in private businesses in which a similar survey was made.

Council Relations. Carleton F. Sharpe, chairman, and Hugh B. Rice, reporter. Panel members: E. J. Allison, H. G. Crow, and G. H. Palmes. With 90 city managers and others present, chief interest at this session centered on how to sell the council on a particular policy. Consensus was that the manager must have all facts and be able to tell the council the complete story. This may be done by written briefs and informal discussions. Often the mayor or a councilman can present the matter and be so well informed on the subject that the manager can stay in the background except to explain technical or financial aspects.

The council should have time to study the entire matter and to obtain the opinion of the general public. Often the individual councilman is in favor of a proposal but he will come back with a statement, "the public does not want this." Each councilman has sources of knowledge on what the public wants and those sources should be respected. The manager therefore would be wise to feel the pulse of the public even before taking a matter to the council. Department heads and other city employees often can give the manager good advice on what the people think.

Opinion was divided on the use of informal sessions of the council. It was recognized that the executive session is the ideal place to present a proposed change of policy and other matters, and the purpose of such meetings must be thoroughly understood by both the public and the press. While it is the manager's duty to suggest changes in policy where needed or desirable, the council still may adopt some other policy and the manager must carry it out regardless of his personal feelings. The manager of course cannot take a proposed change to the public if the council has disapproved it. He can lay it aside and at a later date bring the matter back to the council. The manager should not push (or fight) anything that will lead him into the "political issue" area.

The subject of handling complaints received at council meetings was broken down into two classes: (1) complaints against the manager presented either by citizens or a councilman (to embarrass the manager), and (2) complaints about things done or not done. The latter type can be referred to the manager for report at a subsequent meeting. The manager will then have a chance to make a complete study and comprehensive report on the subject. Such a complaint may be an opening by which the manager can bring in a broad report covering one or more kindred subjects which should be considered together.

On the question of keeping the council informed it was felt that the manager should know how much information the council really wants. Most councils appreciate advance information on contemplated work and this should be included in whatever type of report is used. Some cities prepare weekly newsletters for councilmen. In connection with any and all reports the majority felt that newly elected councilmen should be given a folder or packet of information--financial data, status of projects, proposed and pending matters, and a good description of council-manager relationships. It was suggested also that the manager must sell himself to a newly elected councilman (but not before election). Councilmen who carry over or are reelected can instruct the new men on municipal policies.

Public Reporting. Thomas F. Maxwell, chairman, and Colin F. Churchill, reporter. Panel members: Richard H. Custer, George F. Liddle, Robert L. Morrison, and Robert L. Price. Citizen committees are useful in keeping the public informed on city activities. They should be independent of the city government and no city official either elective or appointive should serve on them. Also approved by the group were special leaflets, newsletters, and radio programs. Leaflets should be attractive and present the information in such a way that it can be read quickly. Many cities represented issue leaflets monthly, using different color paper each month, and newsletters are used in a few cities. In this connection, one manager suggested that newspaper reporters should be given background material as it develops so that when a story is ready to print the facts will be accurate. Radio programs are common but were considered of limited value in informing the public.

With regard to issuing the annual report as a special section of the daily newspaper it was generally agreed that this method is not as effective as the booklet type of report. Citizens are entitled to a report on the activities of their government and on future programs to be undertaken. The report should be attractive and should make liberal use of pictures, charts, and graphs. The number to be distributed was of great concern, and the majority felt that there should be at least one copy for each family unit.

On the question of selling city services to residents of areas to be annexed it was felt that cities should not emphasize the dollar sign but should let the residents of areas to be annexed know what services would be rendered to them.

Finance Management

A series of four concurrent sessions were devoted to various financial problems in the fields of work programs and budget making, financial capital improvements, increasing efficiency and cutting costs, and fringe areas and annexation.

Work Programs and Budget Making. Lyman S. Moore, chairman, and Elder Gunter, reporter. Panel members: Neal D. Smith, G. O. Summers, and John F. Willmott (Executive Director, Dade County Research Foundation, Miami). Budgeting is one of the most important and time-consuming functions of the city manager. More effort should be spent on explaining and selling the budget to the council and to the public. Preparation of the budget should start early so as to allow ample time for consideration of the work program. Managers should constantly examine the budget data throughout the year to see where changes are needed and where some services might be curtailed and others improved. In other words, the budget should be an everyday working tool.

The budget also should be a basis for future planning rather than for comparison with the past. Department heads need training in budgetary procedures. They should learn the mechanics of a budget, standards of services, the work program, and how the budget is used. The use of graphs and charts can be of great help in the presentation

of the budget. Budget research is needed to determine the needs of the city and at the same time to attempt to get a picture of what the taxpayer can afford.

Service standards in relation to work programs were discussed and generally the feeling was that definite service standards should be set up. The difficulty of obtaining an equitable guide or list of standards of service that could be adapted to local use was recognized, and it was suggested that Management Information Service give attention to the subject and if possible issue a report on what cities are doing in this field, how cities can use standards as a basis for comparison, and what next steps can be taken.

Financing Capital Improvements. C. A. Harrell, chairman, and A. J. Koenig, reporter. Panel members: Wayne Allen, Roger Lord, Irving G. McNayr, and W. K. Willman. Discussion centered on three alternate methods of such financing: bonding, pay-as-you-go, and a combination of both methods. Among the objections raised to pay-as-you-go were: (1) it means financing in the present projects that also will be used in the future; (2) fluctuations in economic conditions may upset the program; (3) unusually rapid growth of the community or fringe area conditions may complicate the problem; and (4) state laws may prove too restrictive to make the plan feasible. But consensus of managers present held pay-as-you-go financing highly desirable as an ultimate objective.

Advanced as workable alternatives were: special assessment financing either through bonding or earmarked reserve funds; the use of operating budget surpluses for capital construction; the use of net profits from public utility operations; and state borrowing--or combinations of these with or without a pay-as-you-go feature. Revenue bond financing and inclusion of minor projects in the operating budget also received favorable consideration. Return of the city of Milwaukee to bond financing after years of experience with a pay-as-you-go plan was cited as indicating the impracticability of pay-as-you-go as a permanent financing program.

Consensus of the group was that capital budgeting should be coordinated with the annual operating budget. The manager should prepare and submit to the council a five or six-year capital budget based on data supplied by department heads and the planning agency.

Increasing Efficiency and Cutting Costs. Bill N. Taylor, chairman, and E. W. Meisenhelder, reporter. Panel members: Henry M. Kimpel, Harold C. McClintock, Wayne Thompson, and Norman G. Young. Nearly 100 managers and others attended this popular session where the most widely discussed problem was that of getting department heads to put more emphasis on reducing costs.

Weekly meetings of department heads with the city manager are widely utilized to disseminate information on city operations and policy; to acquaint department heads with local, state, and national economic conditions; to encourage cooperation and teamwork among all departments; and to discuss specific measures for effecting economies. Management Information Service bulletins and trips to other cities where effective work is being done are additional means of acquainting department heads with good practices. It was emphasized that department heads should be required to submit realistic budgets. Tools for the accomplishment of this include cost accounting records, and the rating of present activities, and weighing requests for new equipment according to their relative importance.

How to hold separate boards and commissions accountable was the second topic discussed by the panel. Although many cities had the problem of coordinating separate boards, only two city managers stated that they had complete control over board finances. However, one of the techniques for integrating board activities included having the city officials and press representatives on hand at board budget hearings.

Several managers said that funds for boards can be released through monthly allotments, and that sums intended for hiring key personnel can be withheld until the individuals are actually recruited. One manager advised that the United States Census Bureau issues a report outlining the percentages of total municipal expenditures spent for libraries, schools, and other functions generally operated by boards. Local data may be compared with these percentage figures. The consensus on separate boards was that they should have advisory functions only.

The case of one city which had recently experienced a local employment lay-off of 93,000 persons almost overnight emphasized the growing importance of planning financial operations when and if an economic decline sets in. Although it was admitted that it may not be possible to postpone certain projects like elementary schools which are urgently needed at this time, yet most large public works and capital improvement projects might be held up until an economic decline sets in.

Cities should begin now, however, in building up reserves for these projects, and it was suggested that if the reserve money could be specifically earmarked for certain large projects there would be less temptation for elected officials to start using, or taxpayers' leagues demanding that they use the reserve ahead of schedule. It was recommended that cities avail themselves of federal planning advances; that the manager or civil service board determine the relative tenure of positions so that temporary positions can be eliminated when necessary; and that insofar as possible the projects scheduled for a period of economic decline be those requiring a maximum use of labor.

Special emphasis was placed on the need to avoid floating bond issues now or at least no more than can be amortized within a few years, in order to have available an ample borrowing capacity for expanded public works expenditures and for matching federal or state grants-in-aid. A capital planning board to control public works projects was suggested.

The chair posed the question of how to handle continued requests for wage increases which will only mean later reductions. The best answer seemed to be to gear salaries to a good cost-of-living index.

The panel and assembly agreed that the ICMA "Check List on How Cities Can Cut Costs" is a valuable tool not only for the city manager but also for department heads, councilmen, and taxpayers' leagues. Effecting economies by the interdepartmental use of facilities, equipment, and personnel is a common practice, although this occurs most frequently in water and electric departments, in stenographic and motor pools, and with the desk personnel of police and fire departments. In most cases, equipment charges are made against the borrowing department.

A sharp difference of opinion was voiced on the matter of training firemen and policemen in both fire and police duties. One city manager reported that he had combined the desk personnel of both departments and had trained his policemen in the rudiments of fire fighting.

Fringe Areas and Annexation. J. A. Willman, chairman, and Oren L. King, reporter. Panel members: Jay F. Gibbs, Wesley McClure, Arthur S. Owens, and J. R. Townsend. It was agreed that fringe areas adjacent to cities should have definite controls for public health and safety as well as correlated planning for future growth and development. Zoning, either on a county basis, or on a city basis with jurisdiction over the fringe area, is desirable to guide proper development during the growth of the area prior to the time when it may be annexed. A policy of withholding utility services from fringe areas would create poor relations and sometimes bitter feelings, and some other method should be used, such as organizing into districts and entering into a contract for providing city services.

(Over)

Charges for water and sewer services in fringe areas range from the same as the city rate to twice that amount. Fire protection services to fringe areas range from absolutely no protection to full protection. Most of the 37 cities represented afford some type of fire protection, some on a flat fee of \$500 per township or district, others upon a call and mileage basis, and others upon a tax basis. It was brought out that in providing fringe areas with municipal services one of the main problems is financing capital improvements, such as trunk lines, plants, etc. It was also agreed that charges did not usually cover the actual cost in supplying these services. There was no unanimity on policy in municipal charges for fringe-area services.

An example of a county serving fringe areas is found in Columbus, Ga., where a county bond issue was raised to install water and sewer mains which now are part of the municipal system and are operated and maintained by the city. At Carolina Beach, N. C., the county distributes the water to the cities and fringe areas and adds a 2-cent per 1,000 gallon charge for financing the installation of mains, etc., and in California some counties have levied property taxes for these capital improvements. Incorporated water and sewer districts are authorized in many states with legal power to finance these utilities. It was brought out that every effort should be made to effect a closer relationship between cities, counties, districts, and their respective states.

It was agreed that the establishment of a definite annexation policy is very important and in so doing each city should study its legal framework and particular problems such as new streets, sewers, utilities, per cent of vacant land in city, etc. Consensus was that annexation should be requested and promoted by the people in the area and be guided by the city to determine proper areas from a population and valuation standpoint. It was brought out that new territories annexed should not as a rule include large over-all areas, but should be done piece by piece as any particular territory can justify the improvements that would be required.

One particular point of interest was that in annexing industries the adjacent and lower-valued residential areas should be included. It was agreed that newly annexed areas usually are an additional burden upon the city and a few expressed the opinion that it was better to zone these fringe areas and plan their development if possible without annexation.

Problems Confronting Cities

A series of three panel discussion groups came together on one afternoon to talk about problems in making use of advisory aids, housing and redevelopment, and parking and traffic. These unrelated topics reflected the suggestions made by city managers who answered the conference questionnaire sent out by ICMA last fall.

Making Use of Advisory Aids. Donald C. Wagner, chairman, and Henry F. Goodnow, reporter. Panel members: Warren C. Hyde, A. T. Lundberg, W. T. McIlwain, and Steve Matthews. Examples of advisory aids cited include: the outside attorney who specializes in bond issue opinions, the CPA who conducts the annual audit, the engineering consultant who designs a sewage disposal plant, the state university which conducts research on a special problem, and Public Administration Service which might be brought in to make an organization survey.

The manager should carefully analyze his problems and make sure that his existing organization and personnel cannot handle the job to be done. He should determine carefully how much of the job his organization can do. The manager should next determine if there are any free or at-cost advisory services at his disposal. There may be local technicians in the city's local industries that can advise him. He

should become familiar with the highly trained men in his community--including those possibly hidden in some large organization. More commonly free or at-cost service is available from the state universities, municipal leagues, or special bureaus of public research, or from the state government. Some states have developed this type of aid to a considerable degree. An administrative assistant may be able to do the job--depending on his background.

In getting an outside consultant, such as a zoning or planning expert, a city should:

1. Avoid a consultant whose entire experience has been with nongovernmental organizations.
2. Beware of the too-extravagant solution to a problem. Keep your consultant "down to earth." Remind him of the importance of an economical solution. A consultant sometimes seems unaware of the community's inability to spend large amounts.
3. Investigate your consultants--including managerial or administrative consultants. Check particularly on their public relations. A zoning expert who aggravates the public at public hearings may make eventual passage of a good zoning law impossible.
4. Consider hiring the consultant on a year-round retainer basis. You may be able to have him on call at any time for a fee not much larger than he might charge for a single job. Particularly for a period following a position classification study or the preparation of a master plan it would be well to have the consultant available.
5. But above all, in hiring a consultant, remember that it must be done in such a way that the KNOW-HOW WILL REMAIN. Do as much of the work as possible in your own organization. Be sure that some person or persons in your organization is working closely with the consultant. Long after the expert has left the manager will be thankful if a competent employee thoroughly understands what the consultant did and why he did it.

Hire a good consultant. Let him give detailed assignments to your personnel but avoid the situation where the city is handed a report that no one in the organization thoroughly understands. Such a report, done exclusively by the outside consultant, will usually gather dust for a long time.

Housing and Redevelopment. John B. Atkinson, chairman, and John M. Biery, reporter. Panel members: O. P. Hart, Sherwood L. Reeder, Fred A. Rhodes, and A. A. Rhomberg. Of uppermost concern was what a city's policy should be regarding the acquisition and operation of low-cost housing. One manager in cautioning against too rapid acceptance of federal low-cost housing, said that a complete study should first be made so that any program adopted could be tied in with the over-all development of housing, parks, streets, and other municipal improvements. The city manager of Miami said that prior to applying for federal aid his city had made a complete study on the basis of health and welfare, the study being prepared by the county health department and the city planning board and that this survey answered the questions of the need for additional housing and the need for slum clearance.

It was believed that slum clearance would require considerable local funds, although the government will pay two-thirds of the difference between the actual acquisition cost and the disposal cost of the land. One manager stated that the law gives the community credit for public improvements constructed within the area such

as schools, fire stations, police stations, and parks. Several managers suggested that the elimination of blighted areas should result in increased valuations that will bring in additional revenue.

On the question of disposal of war housing, one manager reported that his city is making acquisition by private owners possible and that permanent war housing had to meet city construction standards and also that proper street improvements, water mains, line valves, fire hydrants, and water meters had to be installed. This same city plans to demolish all temporary housing. One manager stated that universities and cities in some cases can take over all housing built by the federal government and benefit from any future rentals.

Parking and Traffic. Don C. McMillan, chairman, and George H. Waddell, reporter. Panel members: Robert Dorion, Guiton Morgan, George J. Roark, and Ross Taylor. When should a city go into the off-street parking business was the first topic discussed. It was the consensus that private business generally is not interested in providing off-street parking thus often forcing the city into this business. But at least one city was successful in securing the merchants to partially underwrite the cost of downtown parking lots. The managers of several cities which already are operating parking garages or parking lots agreed that off-street parking increased the capacity but did not relieve congestion in the downtown area. It was the consensus that off-street parking definitely helps retail business but that it should not be considered the only solution.

Several managers stressed the need for placing more emphasis on the use of mass public transportation facilities in an effort to keep automobiles out of the business section. Emphasis was placed also upon the basic need for making a traffic survey and holding hearings with various citizen groups. Several managers stressed the need for buying parking space as far as possible in advance and one manager said the city should develop a timetable for the development of parking facilities.

A discussion of methods of financing off-street parking facilities started off with a comment that the city should prohibit parking at the curb in the highest value areas of the downtown district and that the city should recognize at the outset that it cannot and never can provide parking space in the downtown area for all who want it. The manager of another city stated that two parking lots located on the fringe of the business district were not widely used until the city installed a hard surface and lights and provided good maintenance. The manager of one city suggested that parking meter rates be raised from a nickel to 10 cents per hour to discourage parking. Another manager suggested that the rate be kept at a nickel but that time limits be lowered. The manager of a city of 17,000 suggested that cities should plan for three kinds of parkers: local people who park for very short periods of time, people from out-of-town who park from two to four hours, and all-day parkers who work in the downtown area.

With regard to whether all members of the police force should be trained in traffic matters, the consensus of the group was "yes". Most of the cities represented use school crossing patrols, generally retired policemen or special duty policewomen. The manager of one city has organized a special schoolboy auxiliary for school traffic work while the manager of another city uses off-duty firemen for traffic patrol work at special public events and for which they are paid.

Population Group Sessions

The managers spent the morning of the second day in five group discussions based on the population of cities with each group attended by about 50 managers.

Cities Under 6,000. Elmer R. Cross, chairman, and Henry Rolfes, Jr., reporter. Starting on insurance problems, it was found that most of the cities represented carried general liability coverage. Surety bonds now generally provide blanket coverage which was reported to be economical. Most cities have a single agent write the policies and allow him to divide the commission among other local insurance agents. Several cities bought insurance on a competitive basis, but some managers reported that their cities excluded mutual companies from handling city insurance.

Another topic of considerable interest was that of building codes and their enforcement. A unique development was the attempt on the part of a few cities to control land use through a building code. A discussion of this technique led to the logical conclusion that zoning and building code regulation although allied are dissimilar in purpose and should be separately administered. This discussion revealed that many managers also serve as building inspectors while others appoint a regular city employee to do this work along with other tasks. It was agreed that a competent inspector is essential to good building code administration.

The remainder of the session was devoted to retirement plans and other topics, the group agreeing that the best plan for the smaller cities is to come under the state-administered retirement system, where such a system is available, rather than attempting to establish individual city systems.

Cities Between 6,000 to 12,000. W. T. Williamson, chairman, and Harold Eash, reporter. The discussion started off with suggestions for proper staff organization for cities of this size with possible job combinations at the department head level. It was suggested that one person should serve as city engineer and also head of the public works department, another could be fire marshal and building and electrical inspector, another clerk and assessor, and still another assistant engineer and sewage disposal and garbage collection director. Most of the cities represented have their engineering and inspection work done by the same person, while a few cities reported having the same person serve as police and fire chiefs.

In discussing the organization of the public works department, it was agreed that if the superintendent is not an engineer the assistant superintendent should be the city engineer and have charge of planning and inspection work.

A discussion of mechanical billing methods showed that the machines used can be adapted for other accounting purposes and therefore are economical for cities to purchase. It was agreed that wherever possible a small city should establish a central garage for equipment maintenance. The manager of one city reported that firemen maintain all municipal equipment.

A poll on the use of sewer service charges showed that one-half of the cities represented do not have the necessary authority, that one-fourth of the cities already have such charges, and that the remaining one-fourth plan to adopt a service charge soon.

A great deal of interest was indicated in training men to do both fire and police work, but keeping supervisory and technical personnel for each division separate. Several cities reported the use of disabled veterans on radio and desk work. In determining the number of police officers assigned to various beats, factors to consider are crime rate, amount of traffic, number of accidents, kind of area to be covered, and number of liquor outlets.

It was agreed that cities should take advantage of state and county health facilities, and that the trend is toward city-county health departments for larger areas.

With regard to organization for snow removal, emphasis was placed on the need for planning in advance and for developing a disaster organization to take care of not only large snowfalls but also large fires, hurricanes, and other disasters.

Cities of 12,000 to 20,000. Kent Mathewson, chairman, and William E. Hansen, reporter. Municipal insurance was the topic of greatest interest in this group. Several cities reported savings resulting from carrying their own workmen's compensation, and it was the consensus that the possibility of self insurance be thoroughly examined by managers of all cities. With regard to fire and other insurance, several cities reported placing insurance through a broker who in turn distributes the business among the various agents in the community. The consensus of the group was that all managers should examine their insurance program and investigate the possibility of the savings that could be realized through comprehensive policies and the use of blanket bond policies.

Another topic of interest was planning and zoning, the fields in which cities experience difficulties because of inadequate steps to sell zoning to the public at the beginning, lack of a clear definition between zoning and master planning, the failure of officials to explain to the public the relation between zoning and master planning, and failure to employ a properly qualified person to do the required work. It was the consensus that before launching either a zoning or master plan project every manager should carefully consider all possible means of selling the project to all of the people, select a competent planning consultant who also has considerable ability in public relations fields, and retain the consultant on some basis whereby necessary follow-through work would be carried on.

The third topic of concern was sewage plant construction and prevention of stream pollution, arising in part from federal and state action in the prevention of stream pollution. It was pointed out that forms are now available for cities to use in applying to the federal government for funds for plans and specifications for treatment works. Several cities that reported the construction of new plants are agreed that sewer service charges should be adopted. It was the consensus that managers of all cities should investigate existing plants to see if they will meet the probable needs for years ahead, to ascertain whether other communities are polluting streams running through their cities, and to keep informed on legislation enacted by the state and federal governments. Cities planning the construction of a new plant should give careful consideration to the selection of a designing engineer, several cities reporting that their plans had been designed by incompetent engineers.

Managers in several cities reported that the continued demand for additional recreation facilities and the lack of sufficient funds to provide such facilities was their chief problem. Several managers explained how they solved the problem by joining with the school boards to operate a year-round program with a saving to both the school and the city. It was the consensus of the managers that a joint city-school program offered the best solution to making the fullest use of the equipment and facilities available and that the administration of the program agreed upon should be delegated to a director selected jointly by the city and school authorities.

The last topic discussed was that of removing fallen leaves from streets, and it was the consensus that vacuum leafloaders offer the most efficient method of leaf removal, that the public be advised in advance of collection routes so that they could have their leaves raked either to the curb or gutter, and that consideration be given to mixing the leaves with sludge from the disposal plant for sale as fertilizer.

Cities of 20,000 to 50,000. Oliver D. Comstock, chairman, and T. Edward Temple, reporter. Managers in this session decided that the topic of most interest was the sanitary landfill method of garbage disposal. Managers of many cities have adopted this method because of reduced costs and because it is more sanitary than other methods. A few managers reported reductions in disposal costs of as much as 60 per cent as a result of adopting the sanitary landfill method. In addition, this method makes it possible to dispose of trash and rubbish along with the garbage. Still another important factor in favor of this method is the small initial cost of equipment as compared with the large outlay for an incinerator. Several cities reported the use of a tractor and bullclam shovel resulted in the best operation while a few other cities reported the use of draglines and front-end loaders.

The second topic discussed was the gross receipts method of licensing business, several cities reporting that revenues from business licenses had increased as much as 75 per cent as a result of using the gross receipts basis. It was the consensus that this basis was a sound one and a large number of cities represented in the group are now using it. Managers of several cities reported satisfactory results from the adoption of an amusement tax.

In discussing problems of police organization many managers felt that "civil service" actually is a handicap to good police administration chiefly because of the widespread experience that civil service boards are entirely political, thus rendering them almost useless. The need for having a trained man at the head of the police department was emphasized but opinion was divided as to whether it was desirable to employ an outside chief. Several cities which had difficulty in getting the police chief to conduct the department in an efficient manner reported good experience with the appointment of a director of public safety department who would supervise both fire and police chiefs.

A discussion of replacing automotive equipment showed that some cities trade in police cars annually. One city reported that a local dealer had been given a contract to furnish new cars on a difference in price of one and one-half cents for each mile the car had been driven. It was the consensus that cost records should be kept to show when the equipment should be traded in, that is when operating costs exceed what is accepted as normal costs.

With regard to the use of special assessments, it was agreed that this method of financing should be used for public improvements that cannot be financed from current operating budgets. One city reported success with the method of issuing bonds to defray the cost of the work done and levying assessments after the completion of the work. Consensus was, however, that projects financed by this method should be paid for in advance.

The use of staff conferences by the manager was emphasized as an important way of handling certain problems. Some managers hold such conferences every week and it was believed that luncheon meetings with department heads provide an excellent opportunity for everyone to discuss freely the problems confronting the various departments.

Cities Over 50,000. C. E. Perkins, chairman, and C. A. Miller, reporter. City planning was of most interest to the managers in this group, and it was the consensus that the manager's job is to make certain that cities have competent planning staffs, that plans should include long-range economic studies (including studies of natural resources and population trends) in relation to future community development, and that plans should be continually modified, amended, or even abandoned. It was pointed out that broad plans are useful in scheduling capital improvement

projects for construction during a period of economic decline. The manager of a western city reported that two local planning committees have been active in furnishing the city council with citizen backing for action on committee recommendations and as a result the city is laying aside funds for future capital improvements.

With regard to nonpartisan citizen organizations for the purpose of selecting potential council candidates, it was agreed that the success of such groups is dependent wholly upon local factors. In a large eastern city a citizen group with open membership at a nominal fee has operated continuously over a period of years and has been successful in picking out candidates and in getting them elected. It was agreed that the manager should not participate in the activities of such citizen groups.

The next topic of most interest was the work day for city employees. Most cities represented have a five-day week for employees although most city halls are open five and one-half days a week. It was the consensus that attempts by firemen to institute mandatory shorter duty periods have been detrimental to the city's interest. It was the consensus of the group that there is a general trend toward a 40-hour work week for administrative and clerical employees.

The integration of Negro personnel into city hall offices was a matter of concern in a few cities. The managers of the two cities who volunteered their experience suggested selection on the basis of merit regardless of color or race and cautioned against segregation. It was the consensus that the solution to the problem varies greatly with local attitudes but that city hall personnel generally will respect the selection of Negro personnel provided it is accomplished competitively on the basis of merit.

A discussion of employee retirement systems showed that many cities had unsound plans for particular groups of employees and that an increasing number of cities are being forced to discontinue such plans. It was the consensus that no plan should be started without an actuarial analysis, that a retirement plan should cover all employees, that retirement should be based upon age rather than length of service, that age of retirement should be identical for all employees, and that if retirement benefits are increased employees' contributions also should be increased. Managers of several cities that have joined statewide systems reported this was the best method of obtaining a retirement plan.

The final topic discussed in this session was the prevailing practice with respect to executive sessions of the city council. Most cities have such sessions and newspaper and radio reporters generally are admitted on the basis that they are to respect the off-the-record discussions when requested to do so. Citizens are generally allowed only by specific appointment. It was the consensus that informal or executive sessions are of value because they permit more freedom of expression than is possible in the formal regular meeting and that some subjects by their very nature cannot be publicly discussed and without informal meetings they are sometimes neglected. Caution should be exercised, however, so that these meetings do not serve to cover up things about which the public should have knowledge.

County Managers

While the city managers were meeting in population group sessions the eight county managers met together to talk over their problems. Wayne Allen, Los Angeles County, California, was chairman; and Irving McNayr, Montgomery County, Maryland, reporter. Other county managers attending were: A. E. Fuller, Fulton County, Ga.; A. T. Lundberg, Arlington County, Va.; C. C. Massey, Henrico County, Va.; E. R. Stallings, Charleston County, S. C.; E. S. Swindell, Durham County, N. C.; and Howard J. Sears, Hamilton County, Tenn. The discussion at this round table showed that:

1. Public buildings should be used as voting places on election day whenever possible. It is advisable and economical to store voting machines in public buildings where they are to be used and thus avoid hauling. Voting machines should be furnished to high schools for training purposes.
2. County funds should not be used for improving municipal streets except where local conditions require compromises in this direction. Counties should not use public funds in constructing pavements in new subdivisions. Such pavements and incidental costs should be paid by the subdivider working under county specifications and inspections.
3. One-man police cars for patrol duty have enabled counties to reduce costs, provide more coverage, and enable police departments to enlarge their staffs. It is believed that one-man patrol cars are excellent for daylight hours but county managers hesitate to use one-man patrol cars at night. There are no definite criteria for determining how far a county can and should go in the health field--it must be left to the good judgment of the manager, council, and citizens to provide sound service within reasonable limitations.
4. Special assessments should be used wherever possible on an area or project basis.
5. The manager must realize that it is his job to administer policies. He should make sound recommendations to his council but should not attempt to win public support for his views on policies.

December 28, 1949

THE INTERNATIONAL CITY MANAGERS' ASSOCIATION
1313 EAST 60TH STREET • CHICAGO 37, ILLINOIS

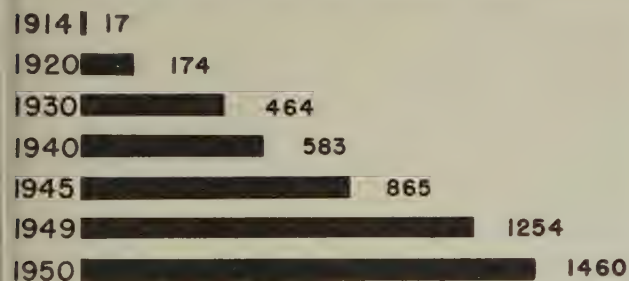
HIGHLIGHTS FROM THE 36th ICMA CONFERENCE
Shamrock Hotel, Houston, Texas, Nov. 26-29, 1950

Dec. 1950

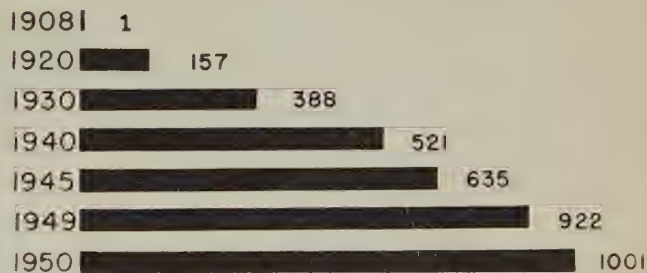
This folder of conference pictures and charts and the enclosed resume of conference sessions are designed to give ICMA members something of the spirit of the meeting, and for those who attended it will serve as a reminder of ideas and practices that managers want to put into effect during the coming year.

A total of 321 city and county managers attended the 36th annual conference at Houston, as compared with 250 city managers at the 1949 conference and 199 managers at the 1948 meeting. The total registration this year was 586 as compared with 545 last year.

The object of the program committee this year was to emphasize the over-all management job at three general sessions: The Manager's Office--Organization and Staffing; Managerial Relationships; and How to Conduct a Continuous Management Audit of Operations. The always popular population group sessions which have been a regular feature of ICMA conferences were continued this year and the county managers also had a session of their own. There was a general session on current problems in the public safety field, followed by four concurrent sessions on: the fire service, police administration, traffic and parking, and civil defense.



Growth in I.C.M.A. Memberships



Number of Council-Manager Cities

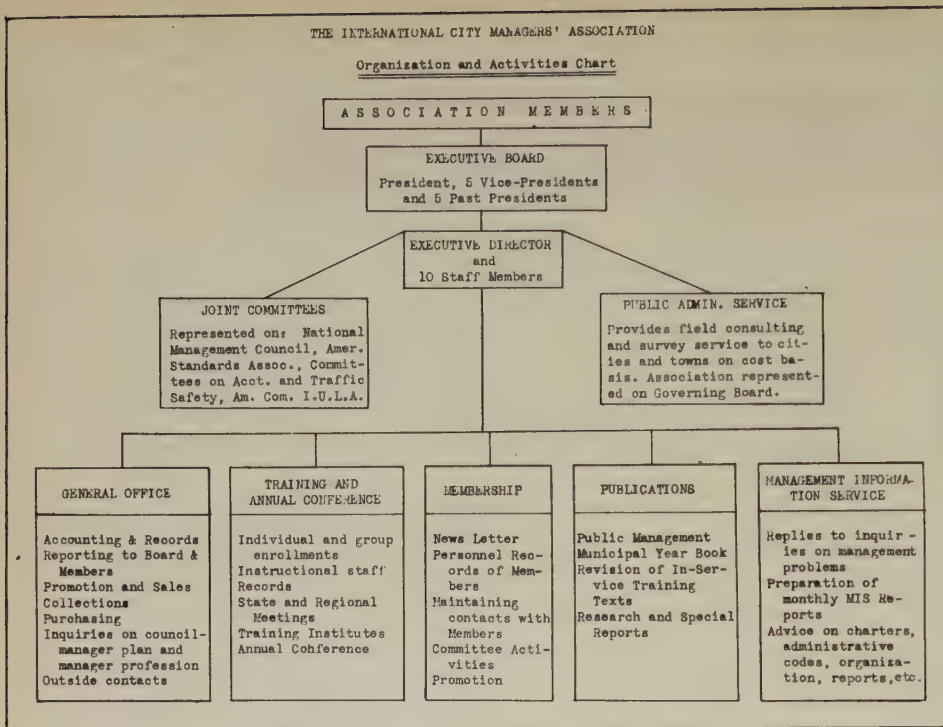


ICMA OFFICERS AND BOARD MEMBERS

Following the election of new officers, both new and retiring board members assembled for this picture. Front row (left to right): Newly elected vice-presidents G. L. Matthews, Lubbock, Tex.; newly elected president Edward G. Howell, Des Moines, Iowa; newly elected vice-presidents R. M. Cooksey, Thomasville, N. C.; and Lyman Moore, Portland, Me.; and Clarence E. Ridley, executive director. Top row (left to right): past presidents

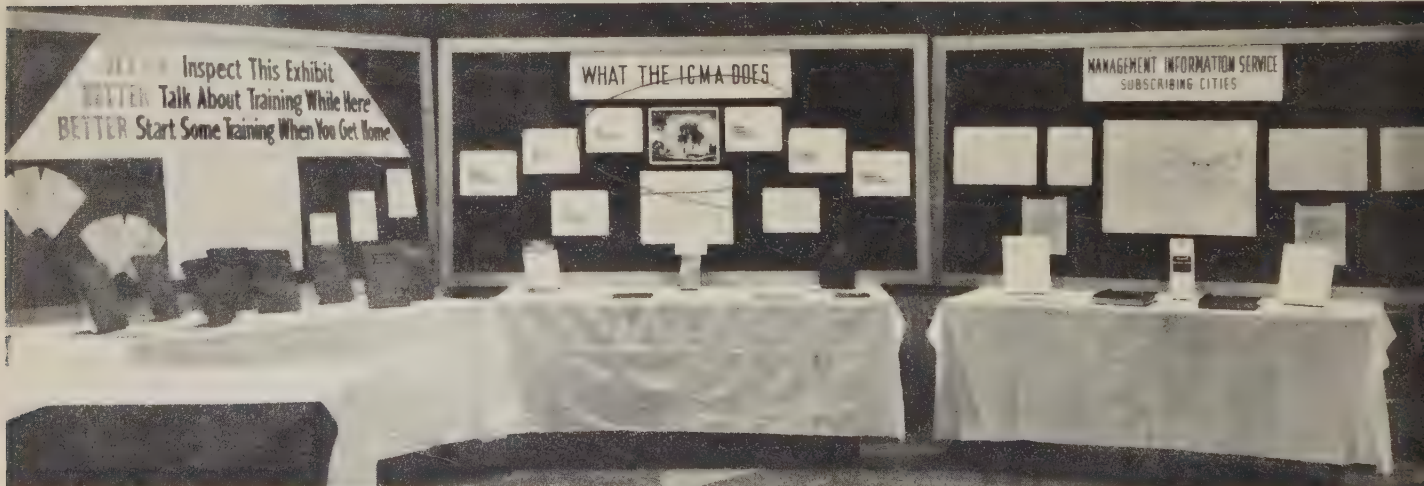
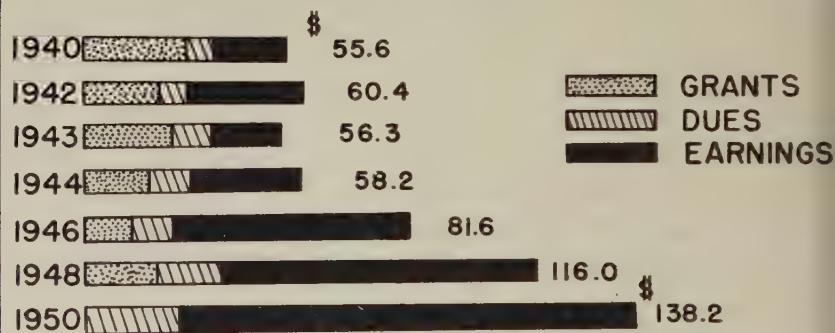
John H. Ames, Ames, Iowa; J. R. French, Verdun, Que.; and C. A. Harrell, Norfolk, Va.; retiring vice-presidents G. H. Palmes, Fort Collins, Colo.; and Clarence H. Elliott, Jackson, Mich.; retiring president Robert W. Flack, Durham, N. C.; retiring vice-presidents J. A. Raffield, Sumter, S. C.; and L. J. Houston, Jr., Fredericksburg, Va.; and past presidents Roy S. Braden, Richfield, Wash., and Don C. McMillan, Pasadena, Calif. The only board member not present was retiring vice-president Carleton F. Sharpe, Hartford, Conn., who was called back to his city because of the big snow storm.

Organization and Activities Chart



This organization chart, which was included in enlarged form on one of the exhibits, shows that the Association is governed by a President and five Vice-Presidents elected from different sections: west, midwest, south, east, and northeast. These officers are elected each year at the annual conference and they, together with the five most recent past presidents, comprise the Executive Board which selects an Executive Director and meets at least once each year to determine policies and program of work. The work of the headquarters office logically falls into five divisions: General Office, Training and Annual Conference, Membership, Publications, and Management Information Service. The purpose of ICMA is "to increase the proficiency of city managers and aid in the improvement of municipal administration in general."

The financial goal toward which the Association has been aiming for many years became a reality in the past year. That goal was to operate within its own income. The accompanying chart indicates the income trends from 1940 to 1950 inclusive. Income from membership dues this past year was 18 per cent of the total, with the remainder coming from subscriptions to Management Information Service, enrollments in training courses, Public Management subscriptions, and the sale of management manuals, the Municipal Year Book, and special reports.



Located near the ICMA registration desk in the lobby of the Shamrock Hotel were three exhibits designed to inform city managers about the activities of their Association. In the display at the left are shown the eight management manuals used in in-service training courses for administrative personnel. The display board in the center shows a picture of ICMA headquar-

ters in Chicago and seven charts about ICMA activities, all of which are reproduced in this folder. The display board at the right includes a map showing the number of cities in each state that subscribe to Management Information Service, a list of the 83 MIS Reports that have been issued, and a list of the 637 cities subscribing to MIS.

International City Managers' Association
1313 East 60 Street, Chicago 37, Illinois

RESUME OF 36TH ANNUAL CONFERENCE SESSIONS
Houston, Texas, November 26-29, 1950

Most of the 321 city and county managers who attended the conference arrived on Sunday in time to attend the get-acquainted session that evening, when G. O. Summers, city manager, Longview, Tex., and chairman of the local arrangements committee, introduced some of the Texas managers and announced plans for the conference. Steve Matthews, city manager, Lubbock, Tex., and president of the Texas City Managers' group, welcomed the delegates to Texas.

The formal opening of the conference came on Monday morning when President Robert W. Flack of Durham, N. C., put to use a new gavel which was made by immediate past president John H. Ames and presented to the Association. Mr. Flack immediately launched into his presidential address in which he emphasized the need for city managers and other municipal officials to become more concerned with national economic and social problems. "Local government is the foundation of democracy" he said, "and if it fails, democracy will fail." He emphasized that the first and primary objective of city managers is to administer effectively and economically the municipal services desired by the people.

Good local government, Mr. Flack said, will tend to improve government at the state and national levels. "The 1,000 men in the city manager profession," he said, "can produce a path the world may follow if it would. They can illuminate rather than reflect, become beacons rather than mirrors. This should be the ambition and I trust destiny of the membership of this organization."

Immediately after the presidential address and the appointment of conference committees, a general session on managerial relationships was held. On the evening of the first day a related session discussed the organization and staffing of the manager's office, and on the last day of the conference there was a panel discussion on management audit of operations. A more detailed report on these three panel sessions will appear in early issues of PUBLIC MANAGEMENT. Another general session was devoted to current problems in public safety, followed by four discussion sessions in the fields of fire service, police administration, traffic and parking, and civil defense.

The population group sessions were held on the morning of the second day. The third day started out with the annual business meeting at which the executive director made his annual report and the conference closed with the annual banquet on Wednesday evening, November 29, when Roy L. Miller, executive secretary of the Des Moines Taxpayers Association, delivered an address on "The Citizens' Stake in Good Government," an abstract of which will appear in PUBLIC MANAGEMENT for January, 1951.

At a symposium session held on the last afternoon the discussions at 13 conference sessions were summarized by city managers who had acted as secretaries. The chairman of this summary session was George E. Bean, Grand Rapids, Mich. who pointed out that the emphasis at this conference, as at recent conferences, had been on the art of management and managerial relationships. In contrast the conferences held during the 1930's had stressed methods of applying management techniques to budgeting, planning, personnel administration, accounting and so on, while those held prior to 1930 had emphasized the engineering and public works aspects of municipal operations. Mr. Bean also expressed the hope that managers upon returning to their cities would

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put into effect many of the methods and ideas gleaned from the conference. The brief summary statements presented below are based on reports made at this concluding session.

Managerial Relationships

L. P. Cookingham, chairman, and Kent Mathewson, secretary. Panel members: Garland P. Franks, Leonard G. Howell, Wayne Thompson, W. K. Willman, and Ross E. Windom. In introducing the subject, Mr. Cookingham said that managers in both large and small cities need to have a full understanding of the importance of their various relationships. "To fail to give them the attention they deserve", he said, "will mean the difference between success and failure in the field of public administration --failure for the individual who disregards the importance of these relationships and failure for the administration and office, and perhaps failure for the form of government."

With the Council. The city manager must be a civic leader in the community and should make recommendations to the city council on matters affecting the health, welfare, and safety of the community. The manager should deal with the council as a whole, rather than with individual members. The use of standing committees generally has been abandoned in council-manager cities because such committees are not necessary or desirable in cities with small councils.

It should be clear to the council that their contacts with departmental officials should be through the city manager's office. While the manager makes recommendations to the council, he should remember that when the council has determined on a policy matter it is the manager's duty to carry it out, even though he may not be fully in accord with the action.

In selling a program to the council, the manager should bring together all pertinent information and keep in mind the importance of timing.....Newly elected councilmen should be given full information on current problems and policies. One manager reported that the League of California Cities held a one-day indoctrination school for councilmen....It was generally agreed that department heads should attend council meetings only upon the request of the manager.

With the Public. The manager should not confuse advertising with good public relations. The manager, however, must put continuous effort into informing the public through news releases, pamphlets, special reports, annual reports, and other published material, and also through speeches at civic meetings, talks on the radio, special leaflets enclosed with utility and tax bills, and other methods. Good public relations result from mutual understanding--sympathy and respect between the citizen and the municipal official.

Many municipal policies are expressed in ordinances, resolutions, regulations, and so on, and great caution must be exercised by public officials to avoid hasty action, allow citizens to present their points of view at public hearings, and then take necessary steps to give full information to the public regarding the need for and the content of any ordinances or regulations that are adopted.

Citizens also should be called to serve on advisory committees, or given an assignment on a specific civic problem. Attention also should be given to the impressions that public employees make upon the citizen, to the appearance of public buildings and equipment, and of course to the manner in which municipal services are provided.

With City Departments. The city manager's role should be one of supervising the department heads, rather than attempt to direct the things that they are doing. The manager must assume the initiative in developing cooperation among the various departments. Department heads should be acquainted with the goals of public policy and in order to make certain of this the manager must have an effective system of communications. Staff meetings, informal chats, memoranda, reports, and bulletins, all can be used to good advantage.

Good communications enable the manager to understand and evaluate working relationships throughout all of his agencies and departments to the end that the management process is coordinated and so that the manager can keep his eye on the long-range objectives. The manager, of course, should delegate complete authority to his department heads to administer their departments, and he should be willing and ready to protect department heads from political interference.

With the Press. The manager should develop sound personal relationships with the people who interpret the news. Such relationships should be based on mutual trust and confidence. Generally it is desirable to allow reporters free access to department heads and to public records. The manager should make a definite attempt to channel feature stories and pictures of various events to the press. He should assure impartial release of spot news, prepare analyses of statistical reports, give proper attention to newspaper deadlines.

Secret or closed meetings of public bodies should be avoided. Likewise, off the record comments should be avoided except as they may be necessary for background information. Any appearance of censorship should be avoided. The manager should, if possible, avoid appearing too much in the local press.

With Other Governments. The manager must know what is going on in his county government and in his state and federal capitols and this cannot be done by sitting at a desk. City officials often need to confer with county officials, as for example in adopting a policy on providing municipal services outside the city limits. The manager also should know his senators and congressmen, representatives in the state legislature, and fellow officials from nearby municipalities. It was suggested that some means of regularly exchanging information between the city and other levels of government might prove of material benefit.

Most of the intergovernmental relations are between cities, especially cities in metropolitan areas, as in the case of civil defense, for example, because cities cannot stand alone. Some municipal services could be operated jointly with more effectiveness, such as water supply, sewage disposal, health service, and so on. Likewise, in dealing with utility companies that serve several cities, better results can be obtained if cities work together.

The Manager's Office--Organization and Staffing

Russell E. McClure, chairman, and Warren C. Hyde, secretary. The manager's office should set the pace for other city offices for prompt and effective action. It was recognized that the location and layout of the manager's office may be an important factor in getting the work done. It was the consensus that in cities of less than 100,000 population the manager's office should be on the first floor of the city hall and that it should be easily accessible to the public and at the same time not isolated from other municipal activities.

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There should be a space for a secretary and a reception room with good lighting and ventilation and with two access doors. If possible the manager's office should be near the council room and it should also be near the finance and personnel offices. Equipment in the manager's office should include a conference-type desk and a maximum of four comfortable and colorful chairs. No correspondence files should be kept in the manager's office.

Among the principal aides to a manager in doing the day-to-day tasks are the city clerk, the manager's secretary, and, in an ever-increasing number of cities an administrative assistant. While such employees can be assigned routine tasks to free the manager's time for more important matters, the manager cannot relinquish control or responsibility.

An administrative assistant can follow-up the handling of complaints and service requests, while a secretary maintains the files and generally safeguards managerial time. Purchasing is definitely a function which should be delegated, and the oft-neglected function of research also should be delegated, perhaps to the administrative assistant.

If the manager also serves as a city clerk, an administrative assistant can prepare council minutes and handle the agenda for meetings. The assistant can gather basic data for reports the manager submits to the council, and he can be of inestimable help in preparing annual reports and leaflets. In budget making and personnel work an assistant can maintain records and bring to the manager's attention the information he needs and requires his decision. Administrative assistants may also serve as secretaries to independent or advisory boards or commissions.

It was agreed that it is the responsibility of the manager to sell the council on the need for an assistant. If the council asks for more and more information or if new or expanded activities are embarked upon, the council should be advised of the additional workload on the manager's office and the need for more personnel to handle the load. Another way to sell the council on an assistant is to employ a qualified person to do a specific job and then after the work has been done sell the council on the need for keeping him on the job. It was believed that the manager of the smaller city has great need for an assistant. A beginning salary of \$3,000 to \$3,300 was indicated as normal for an administrative assistant with college training in public administration.

If the manager is to have an efficient organization, he must make full use of research, reports, and training. Administrative research means delving into organization, procedures, personnel policies, and public relations. Useful information is available in the Municipal Year Book, from Management Information Service, from state league of municipalities, and other organizations.

Through well-designed reports the manager can secure a continuous flow of information as to whether the work is being done. From such reports a capable assistant can maintain charts and graphs showing trends.

A manager must also supervise the training program and should not neglect this vital means of producing a maximum of concerted effort from his employees. No city, large or small, can afford to be without a well-rounded training program.

Continuous Management Audit of Operations

Lyman S. Moore, chairman, and Henry F. Goodnow, secretary. Panel members: John B. Atkinson, Thomas F. Maxwell, Donald M. Oakes, George C. Shannon, and James

R. Townsend. At this session city managers discussed methods of determining how they knew how they were doing. It was agreed that the first step is to set up standards of service. In most cities the standards recommended by the professional associations cannot be met because the cost would be prohibitive. The manager must analyze his community to determine what the community can afford.

To know how he is doing, a manager must know what his departments are doing. Monthly reports should be required from each department head. While helpful material is available from ICMA headquarters on this subject, the manager must design monthly departmental report forms that will give him the information he needs. These reports should be reviewed each year so that unnecessary information can be omitted and the form adapted to the manager's requirements. These reports will give the manager some idea of how his departments are doing.

Next the manager should compare costs and practices with those of other cities. He should be familiar with the practices recommended by Management Information Service, in training manuals, and by his fellow managers at conferences.

The "Check List on How Cities Can Cut Costs" (available from ICMA) is a useful guide to some of the more widely accepted practices. A manager must be constantly alert to keep up with new practices--a practice accepted one year may be radically revised the next.

In reviewing his operations, the manager must ask himself if he is watching out for the future of his organization by training his potential department heads. He should ask himself which key personnel he would have to replace from outside the organization and which departments have personnel capable of being trained for top jobs. It was emphasized that whenever possible the manager should train and promote from within. It was suggested that training was a good full-time assignment for one administrative assistant.

Finally, it was stressed that if a manager wants really to know how he is doing he should make personal inspections in the field. These inspections were described as "casual" visits and not as an attempt to catch someone not doing his job. The manager must set aside a major portion of his time for this activity and should not hesitate to take department heads or interns along with him.

There was general agreement that regular staff meetings of all department heads do not always work out satisfactorily and that meetings as required for a specific purpose was a more common practice.

The opinion was expressed that outside surveys may be a valuable tool to assist the manager in finding out how he is doing but it was felt that the manager should exercise caution in having surveys made during the first six months on the job. The manager should see that his office is so staffed and organized that he can take the time to find out how he is doing.

Current Problems In Public Safety

All of the managers met in general session, with Sherwood L. Reeder as chairman, to hear short addresses on current problems in the fire service by Percy Bugbee, director of the National Fire Protection Association; in police administration by John D. Holstrom, police chief of Berkeley, Calif.; in traffic and parking by D. Grant Mickle, director of the traffic engineering division, Automotive Safety Foundation, Washington; and in the field of civil defense by Ray Ashworth, director of

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civil defense of the Wichita, Kan., metropolitan area. The group then disbanded to meet in four separate sessions in order to discuss in more detail the various aspects of the problems indicated by the specialists in the general session. The discussions at these four sessions are summarized below.

The Fire Service. C. E. Perkins, chairman; Percy Bugbee, consultant; and Gerald D. Wilkins, secretary. If the work week for firemen were to be reduced it would be difficult now to obtain the additional men that would be needed and cities would have to increase taxes. It was pointed out that firemen in advocating a shorter work week neglect to state that from one-half to two-thirds of their time is spent in sleeping and eating and other non-duty work. In one city the firemen threatened to quit work if they didn't get the shorter work week, but the people turned down the proposal and the firemen stayed on the job.

It is common practice for small cities with volunteer departments to use sleepers Mr. Bugbee said. Usually these are college students and other single men who are available with or without pay. . . . Only five out of the 85 cities represented at the session have rules that prohibit firemen from working on other jobs during their off-shift time and even in these cities the regulation is not strictly enforced.

The first step in the effective handling of volunteer fire departments is to adopt comprehensive rules and regulations. Mr. Bugbee said that some volunteer departments are as good as paid departments, but that it is generally accepted that any city over 20,000 population should have a paid or at least part-paid department. Cities with paid departments generally receive lower insurance rates. It was believed that good fire prevention programs not only favorably affect insurance rates, but also mean fewer fires and, consequently, fewer firemen.

With regard to the integration of police and fire services, Mr. Bugbee pointed out that the NFPA has always been opposed to such integration but that in small cities, and especially where volunteer departments are used, some integration of the services might work satisfactorily. The manager of a Michigan city where the same men serve as firemen and policemen said that the cost was much less than the cost of maintaining two separate departments.

The manager of a Texas city also reported that he had integrated the two services with satisfactory results, while in a Canadian city of 80,000 the plan had worked well until recently when the unions stepped in and lessened the effectiveness of the integrated system. It was the consensus that integration of fire and police services had possibilities and that the entire subject should be carefully studied.

Fringe areas outside the city limits should share in the cost to the central city of providing fire service. The city preferably should enter into agreements with the county or with a fire district, rather than with individual property owners.

In discussing new types of fire alarm signal systems, Mr. Bugbee stated that telephone companies were not interested in developing an alarm system. A California manager stated that the League of California Cities had appointed a committee to study new types of alarm systems, and that experiments are now being conducted with a low frequency radio system which would not use wires or pipes. He pointed out that the present box fire alarm equipment is too expensive for most cities.

A poll of the cities represented showed that only about 10 per cent of all fire calls come in on the fire alarm system and that half these calls are false alarms. It was reported that London, England, had recently abandoned its fire alarm system and was now relying on the telephone in reporting fires.

It was the consensus of the group that the present fire alarm signal systems are too costly to install and maintain and that these systems do not effectively serve the purpose for which they are installed. It was believed that every effort should be made to develop a new fire alarm system that would be dependable and economical.

Police Administration. Donald C. Wagner, chairman; John D. Holstrom, consultant; and Tom Willis, secretary. Of most interest was the training of police officers, and Mr. Holstrom suggested that cities should send picked men to the F.B.I. Academy in Washington, to the Northwestern Traffic Institute, and to other schools and that these men upon their return could train other men. One manager suggested roll call training classes as a good method of training, and Mr. Holstrom strongly urged all cities to use the training manual entitled "Municipal Police Administration" published by ICMA in training supervisory police officers.

In discussing the best means of selecting volunteer police officers, in connection with civil defense, Mr. Holstrom said that the first step is to weed out applicants that have criminal records. One manager suggested that each member of the regular police force might recommend and personally vouch for one or two candidates.

Trends in police organization were of special interest to the groups. The number of precinct stations are being reduced and those that are left are smaller and on the order of "service" stations. It was clear that many cities no longer provide special services, such as supplying guards to merchants when they take deposits to the bank, placing detectives at a private home during a party, and so on. Most police departments are employing civilian clerks for clerical duties.

It was suggested by Mr. Holstrom that in reorganizing police departments city officials should constantly check various types of services to see if any could be reduced or abandoned. In the larger cities there is a trend toward specialization, such as vice squads, traffic patrols, and so on, and it was the consensus of the group that as many men as possible should be trained in each field and rotated on assignments.

There was no agreement on the integration of fire and police services, some thinking it would be possible and others pointing out that policemen deal with people while firemen deal with things. There was some question as to whether men could be trained in both fields. It was agreed, however, that certain services could be integrated, such as dispatching, use of radio, and traffic control.

With regard to law enforcement, it was agreed that the city manager should make every attempt to enforce all laws and ordinances including anti-gambling and other regulations and that if any regulations were not to be enforced, the council should take them off the books.

If police are drafted for military service, their replacement with men of less than two years police service will seriously reduce police efficiency. City officials are quite uncertain of the action of selective service boards in the absence of a definite policy. Many cities already have difficulty in recruiting sufficient men to fill existing vacancies.

Among the continuing police problems are: (1) the need for placing police pension systems on a sound actuarial basis, and (2) developing ways and means of letting citizens know what the police do and why.

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Traffic and Parking. Ray W. Wilson, chairman; D. Grant Mickle, consultant; and J. A. Willman, secretary. Whether the city should provide off-street parking in the central business district should be determined on the basis of a comprehensive survey. One method of financing is to issue general obligation bonds and raise funds for debt service from a special tax upon benefitted property owners and merchants (used in Montgomery County, Maryland). Revenue bonds are widely used and parking meters are installed in the lots to collect the parking fee. In addition, some cities use the revenue from curb parking meters for the purchase of lot sites or for maintenance of lots.

The earmarking of revenues from curb meters, however, was not considered good policy, and in some places the courts have ruled that revenue from parking meters on public streets can be used only as an aid to the enforcement of traffic regulations. Another method of financing lots is for the city to get a lease on property for use as off-street parking and allocate part of the revenue to the property owner.

Traffic in downtown business areas can be expedited by the use of one-way streets by reversing of direction of flow on one-way streets to meet needs of varying flow during certain hours, by use of reversible lanes on multiple-lane streets, by the prevention of curb parking when space is needed for traffic lanes, and by the synchronizing of traffic signals so as to change the time allowed in accordance with volume of traffic.

Engineering services are so essential in properly solving traffic problems that many cities are now in the market for traffic engineers. Cities of 100,000 or more can well afford a trained traffic engineer but the smaller cities rely on assistance obtained from the state highway department, from consultants, from the pooling of finances where there is a group of cities, and possibly from auto clubs if the city is near a large club, and the training of engineers already available in the public works department.

To control truck traffic the city should designate streets that can be used as truck routes and also designate the hours when deliveries can be made in congested districts.

There is a trend toward the use of either schoolboy patrols or women recruited from PTA or other groups for control of traffic at school crossings. Authority in either case is limited to taking the license number of the violator's vehicle.

Civil Defense. H. I. Stites, chairman; Ray Ashworth, consultant; and R. L. Price, secretary. Most interest in this session was in organization for civil defense and Mr. Ashworth said that in Wichita there was a joint advisory council consisting of the city manager, one councilman, one county commissioner, and two citizens--one from the county and one from the city--and that the director is appointed by the city manager. The budget for the agency is provided 60 per cent by the city and 40 per cent by the county. Supplementing the advisory council is a technical advisory committee composed of 20 trades and professional people and the public affairs committee established to handle promotion, education, and publicity. A legal advisor also has been appointed.

The full-time civil defense director in Wichita has two assistants, one to handle mutual aid with other cities and areas and other would be responsible for evacuation either to or from other areas. Operations have been organized in several divisions: health, medical, safety engineering, communications, education and training, and administration. Auxiliary fire and police personnel should be three times the number

of personnel on the regular fire and police forces. Among the divisions, the one on education and training has the task of preparing every individual for self-help, mutual aid, and protection of his home or business. Full use would be made of school, churches, businesses, and plants.

It was emphasized that cities and counties should work closer together and act jointly when feasible. It was believed that state aid would be available in the form of mobile aid units, monitoring teams, and an air raid warning system. And in this connection the manager in one city reported that his city had joined with 44 adjacent cities and the county in establishing a local civil defense set up.

Methods of financing civil defense were indicated as local taxation and contributions from industries or individuals. Each city must look out for itself and as far as possible rely on mutual aid for first assistance. The only help anticipated from the federal government would be research and educational guidance and possibly aid in the cost of constructing shelters and stockpiling of critical supplies such as medical needs.

In response to a question as to the most important initial expenditures to make in setting up a civil defense program, Mr. Ashworth presented in order of priority: (1) a training program, (2) paid staff where needed, (3) warning systems, and (4) a control center. Among the problems briefly discussed and which members of the group felt needed further study were evacuation of children from target areas and care for families of civil defense workers.

During the closing session of the conference, the city managers unanimously approved a resolution on civil defense which had been drafted with the approval of the executive board of the Association and which was presented to the conference by President-elect Howell. The resolution called upon the President and the Congress to provide "at the earliest possible time a completed federal civil defense program to the end that the federal government, the states, and the cities of America may take proper action in providing a coordinated plan for the defense of our cities."

Population Group Sessions

The managers spent the morning of the second day in five group discussions based on the population of cities with each group attended by about 60 managers. At the same time the county managers held a session.

Cities Under 6,000. Charles A. Haynes, chairman, and Cornelious Bodine, Jr., secretary. With regard to control of subdivisions inside and outside the city limits, it was agreed that cities should adopt a comprehensive ordinance requiring the subdivider to file a plat according to a formal procedure and that the subdivider be required to install streets and other public improvements in accordance with specifications established by the city.

Assistance in drafting a subdivision control ordinance can be secured from FHA land planners in the area, if the city has no planning director. Wherever possible, the subdivision control and other city plan regulations should apply to a specified distance outside the city. Cities can exercise some control over undeveloped portions of the city by requiring adherence to the master street plan. A good policy in some cities would be to charge considerably higher rates outside the city for municipal services in order to pave the way for the annexation of such areas.

The need for keeping ordinances up to date was recognized, but it was agreed that recodification by an outside agency is expensive and often the city attorney is

not interested in this kind of work. The solution suggested was that the typing job might be done by a typing class in the local high school and the job of analyzing the ordinances can be done at a set fee by a representative of the state municipal league or by some one from the local university or college, and a detailed report submitted to the manager. Repealing obsolete ordinances can be handled at one session of the council. Filing of ordinances by subject in a loose-leaf index is a good way to keep the code current.

With regard to refuse collection and disposal, it was discovered that 24 of the cities represented provided this municipal service and that 12 of these cities made a special monthly charge for it. Eight other cities reported using the sanitary landfill method as the most economical and best solution, while two cities favored incineration.

As to filing current papers, several managers reported that filing only by subject with cross references provided the best means of locating documents. An ordinance should be passed to provide for the disposal of certain records after specified periods of time....In police departments a trend toward shorter hours and provision for sick leave was noted, and more women are being employed for certain types of investigation and corrective work....The majority of cities represented provide fire protection service outside the city on an informal basis. One city manager said it was undesirable to enter into a contractual arrangement because the underwriters might require the city to buy more equipment.

Cities Between 6,000 and 12,000. Richard H. Custer, chairman, and J. H. Wigglesworth, secretary. Greatest interest in this group centered on whether the city should supply municipal services to areas outside the city limits. General contention was that such services should be provided but at a higher cost, either by doubling the rates or imposing connection fees, and that fire protection service should be provided on a fee or contract basis. To make municipal services available on any other basis would mean subsidizing the fringe area.

The cost of rebuilding sidewalks should be borne by the owner except where city-owned trees have caused the damage and as otherwise provided by the state law. The managers of several cities reported that they carry liability insurance on sidewalks.

None of the cities represented assess property at 100 per cent of its value. It was emphasized that valuation should be equalized and that the trend was toward increased valuations, but most cities tend to rely on nonproperty taxes for increased revenues.

The adoption of comprehensive personnel regulations was emphasized as a good management tool. Several cities reported that employees were covered by group insurance and hospital plans paid for wholly or in part by the city. Most cities without retirement plans want to come under Social Security provisions. A few of the towns represented had a five-day week but most still have the five and one-half day week for city employees. In most of the 50 cities represented at the session, the city furnishes uniforms for firemen and policemen.

A brief discussion on city motor equipment showed that a central garage is advisable even in cities in this size-group, that a certain amount of equipment should be replaced each year, and that in general police cars should be traded in when the mileage reaches 50,000.

Cities Between 12,000 and 20,000. H. A. Thomason, chairman, and J. Orville Bumpus, secretary. Chief interest in this session centered on the extent to which a city should go in requiring subdivision developers to install utilities. A wide range of practices were reported by the city managers present, but it was clear that there

is a definite trend toward requiring the developer to install streets and all other utility services in accordance with municipal specifications. It was generally agreed that this was the best solution of the problem and that such control should extend outside the city limits.

It was the consensus that the county government should take more responsibility for providing some of the services in fringe areas and that conferences between city and county officials are desirable to ascertain how particular services can best be administered. In some counties, for example, a dog warden system might better be handled by the county rather than by each separate city in the county. And the same would apply to health protection, milk inspection, and so on.

With regard to the question of adopting sewer service charges inside and outside the city limits, it was found that approximately one-half the cities represented had sewer service charges outside the city limits. Cities which had such charges both inside and outside the city reported that the charge outside the city ran from 50 per cent to more than 100 per cent higher.

With regard to setting up a separate authority or board for providing a municipal service, it was definitely agreed that separate administrative agencies should not be set up because such action tends to split up the city government, makes coordination extremely difficult, and diffuses responsibility as between the council, the manager, and the separate board.

It was agreed that cities in this group needed to place more emphasis on the adoption of comprehensive zoning ordinances which should be considered as one of the tools of city planning. It was pointed out that a city plan should be adopted before and not after the zoning ordinance is passed.

Cities Between 20,000 and 50,000. Elder Gunter, chairman, and Byron J. Rockwood, secretary. A show of hands revealed that about 40 per cent of the 60 cities represented furnish uniforms or make an annual allowance for such uniforms for police and firemen. Where the city provides the uniform it can be replaced when it starts to show wear, but where an allowance is made the employee takes better care of the uniform. Few cities were found to furnish clothing for other employees.

A variety of methods were reported for determining what per cent of paving cost should be assessed against benefitted property. It was agreed that the cost of paving intersections should be a charge on the city at large. Some of the factors in determining a division of cost include the land use of abutting property and the traffic load.

In training supervisory personnel, several cities reported good results with classes held during regular working hours. Discussion leaders are secured from the local educational system. It was believed that a trained discussion leader is desirable, although one manager suggested that each member of the group should take a turn at this job.

Nearly one-half of the cities represented have a group health insurance plan in operation. Only one city pays all of the cost, some cities pay part of the cost, and in 22 cities the employee pays all of the premium for such insurance.

In financing improvements in newly annexed areas most cities use the same methods that have been used in older sections of the city, but in at least one city a special levy is made to pay for trunk sewers because this method had been used for many years to pay for such improvements.

It was the consensus of the group that the manager generally should ignore misstatements made by candidates running for council during an election campaign-- that it would be preferable for the mayor or a councilman to answer such statements.

In discussing annual budgets several managers emphasized the need for training department heads to prepare work programs to support expenditure estimates. It was agreed that the tentative budget should not be released for public discussion until after it had been presented to the council and that public hearings on the budget should be emphasized. A carefully prepared and published budget enables the manager to exercise better control over expenditures during the year.

All expect one of the 55 managers present reported that city operating costs had increased in recent months. About half of the cities represented got less than 50 per cent of their revenues from general property tax. In giving pay increases the group was evenly divided on a flat dollar amount and a percentage increase method. The managers of ten of the cities represented have tied pay adjustments to the cost-of-living index. With regard to bringing city employees under Social Security it was found that most of the cities represented already have retirement plans, and the managers of cities where employees are not covered stated that cities could not act until the states had passed the necessary legislation.

Cities Over 50,000. C. A. Miller, chairman, and John O. Hall, secretary. After considering a number of possible topics the group decided that the off-street parking problem was of major interest. The provision of such facilities was generally accepted as a municipal function, the main interest centering on methods of financing and organization. Cities making the most progress in providing off-street parking are those which can issue revenue bonds.

It was the consensus that parking meter revenues should not be placed in a separate fund for financing off-street parking, but such revenues might be pledged to make up deficits, if any, in parking lot revenues because such a pledge may give more security to the revenue bond issue and result in lower interest rates. Cities with parking lots reported that financial returns generally are good and in one city a preliminary survey showed such good potential returns that private concerns began to take an interest in providing off-street parking. The managers of several cities agreed that the cost per car space for off-street parking (for acquisition of sites and development costs) was about \$1,200 per car space.

It was the consensus of the group that public ownership is the best guarantee of the continued existence of a parking lot and that this is a strong factor in influencing public opinion in favor of publicly owned lots. There was no enthusiasm for a separate parking authority or board, the managers preferring that supervision of off-street parking lots be placed in one of the regular city departments either under the traffic engineer, police department, or other agency.

The manager of a large city reminded the group that the city ought to do everything possible to improve mass transportation in an effort to discourage people from driving cars into the central business district. The provision of off-street parking spaces merely brings more private vehicles to the downtown area and thus aggravates the traffic problem.

In discussing airport revenues, one manager suggested that landing fees be placed on a tonnage rather than on a trip basis. To increase revenues it was urged that each phase of airport operations be analyzed separately in order to compute costs. Several managers agreed that a survey by a competent private firm prior to the construction of an administration building resulted in lower interest rates on revenue bonds.

The cost of street pavements in most cities is financed from general revenues rather than through special assessments except in new subdivisions where the developers generally are required to install pavements and other utilities. It was believed that the reason for this trend away from special assessments is that most of the street construction work of a costly nature is on arterial streets where the benefit is city-wide, but in many cities the cost of paving strictly neighborhood streets is shared by the city. In one city, for example, the property owner assumes only the cost of materials, while in a few cities the cost of paving in excess of a certain width is assumed by the city.

With regard to social security coverage for city employees, it was the consensus that in accordance with the policy suggested by the American Municipal Association, the federal law should be amended to make it optional for cities to come under social security provisions in addition to or in lieu of local pension plans. It was pointed out that under the present federal law cities could not have social security coverage where local retirement plans were in effect on a certain date, even if the local plan were abandoned.

In discussing the regulation of trailer trucks using city streets, it was found that many cities have designated the streets which may be used by such trucks and a few cities require reloading to smaller trucks for delivery on other streets. One city accepts furniture pick-up and delivery and another city has been successful in arranging for many downtown deliveries to be made prior to shopping hours.

There was no enthusiasm for adjusting salaries of employees in accordance with the Consumers' Price Index, the manager of one large city feeling it was necessary to raise salaries faster than indicated by the Index. It was believed that city employee unions were becoming more enlightened except where they still have poor national leadership. It was the consensus of the group that the classification of positions and the adoption of good personnel regulations would go a long way toward reducing personnel difficulties.

County Manager Session. Wayne Allen, chairman, and Irving McNayr, secretary. (Report at final session delivered by William S. Coburn.) The discussion opened with emphasis on the need for the manager to be thoroughly informed on new federal welfare legislation which provides for aid to the physically handicapped, and also on how it will affect the tax structure of the county.

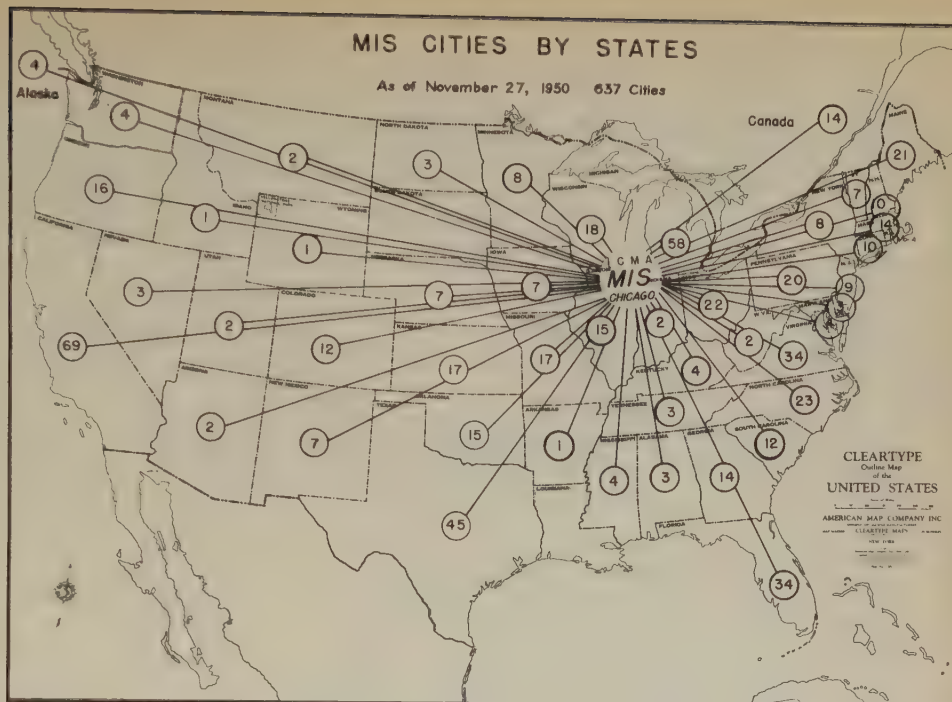
A discussion of the place of the county in the governmental structure led to the conclusion that the county manager must constantly explore the possibility of consolidating functions of cities and counties and also with adjoining counties in an effort to provide the maximum service at minimum cost. The county managers agreed that a complete study of the federal, state, county, and city tax structure should be made with a view to reserving specific fields of taxation for each level of government.

The county managers also advocated study of the advisability of accepting federal grants for road building programs in order to determine the economic advantages or disadvantages of such grants, experience to date indicating that there was little advantage to the counties in accepting such grants.

December 15, 1950

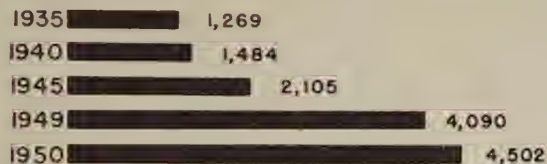
Additional copies \$2 each.

The map at the right indicates that 637 cities subscribed ICMA's Management Information Service as of November 27. Figures in the charts below are for the fiscal years ending June 30. It will be observed that 57 cities were added between June 30 and November 27 which is indicative of the increasing number of cities that depend upon this Service to keep them up to date on management methods. Increased use of association services also is indicated by the circulation of Public Management and the sale of Municipal Year Books both of which more than doubled since 1945, while the sale of training manuals and enrollments are more than trebled in the same period.

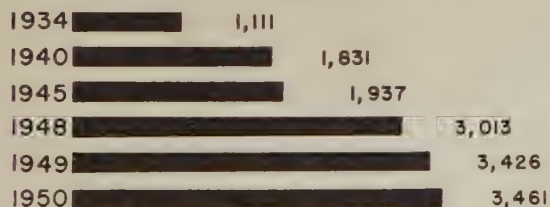


GROWTH OF ICMA ACTIVITIES

PUBLIC MANAGEMENT Paid Circulation

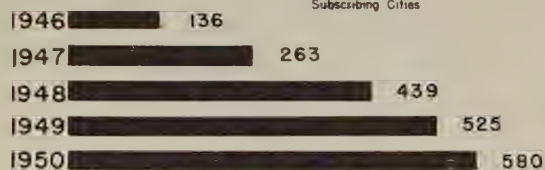


MUNICIPAL YEARBOOK Copies Sold



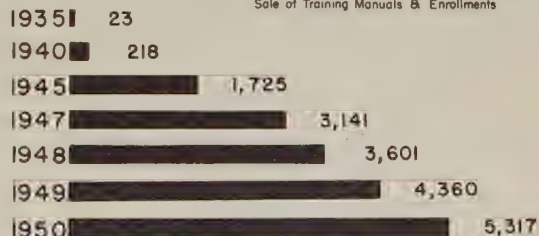
MANAGEMENT INFORMATION SERVICE

Subscribing Cities



IN-SERVICE TRAINING

Sale of Training Manuals & Enrollments



SPECIALISTS IN PUBLIC SAFETY FIELD

One of the general sessions of the conference was devoted to "current problems in public safety" and four specialists who delivered short addresses were (left to right): Ray Ashworth, director of civil defense, Wichita, Kan., metropolitan area; Percy Bugbee, director, National Fire Protection Association, Boston; John D. Holstrom, chief of police, Berkeley, Calif.; and D. Grant Mickle, director of traffic engineering division, Automotive Safety Foundation, Washington, D.C. These specialists also acted as consultants at four concurrent discussion sessions dealing with the civil defense, fire service, police administration, and traffic and parking.



General view of the head tables at the annual banquet the last evening of the conference. The past presidents and their wives are seated at the short table facing the camera. Seated at the long table are retiring president R. W. Flack and newly elected president Leonard G. Howell, together with the newly

elected and outgoing vice-presidents and their wives. Also at the head table is Roy L. Miller, executive secretary, Des Moines Tax-payers' Association, who delivered the banquet address on "The Citizens' Stake in Good Government."

25-YEAR SERVICE AWARD WINNERS

Nine city managers this year received 25-year service certificates. The awards were presented by President Flack at the annual banquet to T. E. Thompson, Scottsbluff, Nebr. (left) and H. A. Yancey, Charlotte, N. C. Other managers receiving the award this year were: J. C. Biggins, Newport News, Va.; C. A. Eckbert, Hanover, Pa.; J. L. Franzen, Salem, Ore.; E. O. Garrett, Edgewood, Pa.; C. G. Reiter, Coos Bay, Ore.; C. A. Renshaw, Miami Beach, Fla.; and Paul A. Volcker, Teaneck, N. J. This makes 43 managers receiving the award since it was started in 1943.

It is hoped that the charts and pictures in this folder have given ICMA members some idea of ICMA activities and of the 36th annual conference in particular. The Texas city managers received well-deserved praise for their fine contribution to the success of the conference—a rodeo and barbecue at the L H 7 Ranch, a luncheon and style show for the ladies, and a reception. In addition, baskets of Texas fruit and nuts were put in each room at the Shamrock Hotel. Gary Summers, Longview, chairman, Local Arrangements Committee, with 73 of the 83 Texas managers (88%) present, did an outstanding job.

In planning the 1951 conference, which will be held at Poland Spring House, Poland Spring, Maine, on September 9 to 13, the program committee will make use of all the suggestions that managers will be kind enough to send in to ICMA headquarters.



ICMA QUARTET

Some of the entertainment at the annual banquet was provided by a quartet organized and directed by Donald M. Oakes, city manager of Berkley, Mich. and composed of (left to right): Richard H. Smith, city manager, Monrovia, Calif.; Louis A. LaPointe, director of services, Montreal; Mr. Oakes; and W. T. Williamson, city manager, East Detroit, Mich.



President R. W. Flack (left) presents coveted attendance cup at annual banquet to George C. Shannon, Oxnard, Calif., president of the California Managers, who accepted the cup for that state with 39 managers in attendance, Michigan having won the cup last year.

THE INTERNATIONAL CITY MANAGERS' ASSOCIATION
1313 EAST 60TH STREET • CHICAGO 37, ILLINOIS

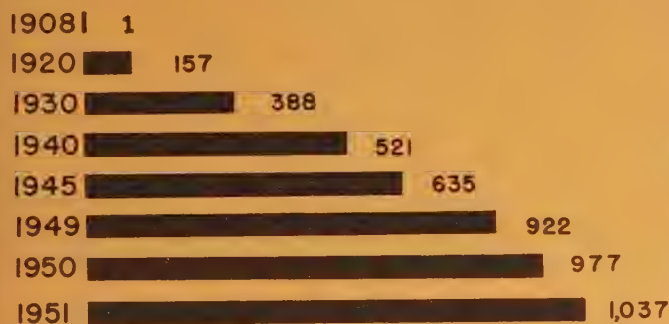
HIGHLIGHTS FROM THE 37TH ICMA CONFERENCE
Poland Spring, Maine, September 9-12, 1951

Oct. 1 1951

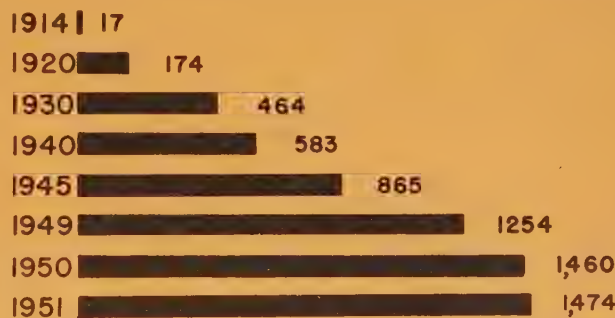
The purpose of this folder of conference pictures and charts and the enclosed resume of conference sessions is to bring to all ICMA members, whether or not they attended the meeting, some ideas and practices that were reported by managers and others who participated in the conference sessions. Some managers who attended the conference may want to use the enclosed resume in preparing a report of the conference for their city council.

A total of 323 city, county, and town managers attended the 37th annual conference at Poland Spring, as compared with 320 managers at the 1950 conference and 250 at the 1949 meeting. The total registration this year was 647 as compared with 586 in 1950 and 545 in 1949.

The program committee this year emphasized several aspects of over-all management at three general sessions: Human Relations in Municipal Management; Trends in Finance, Personnel, and Planning Administration; and Appraising Management. The population group sessions which have been a regular feature of ICMA conferences for many years were continued this year and the county managers also had a session of their own. There was also a general session on planning for disasters and three concurrent sessions on finance, personnel, and planning problems.



Growth of Council-Manager Plan



Growth in I.C.M.A. Memberships



ICMA OFFICERS AND BOARD MEMBERS

Following the election of new officers, both new and retiring board members assembled for this picture. Front Row (left to right): newly elected vice-presidents --- George E. Bean, Grand Rapids, Mich.; G. O. Summers, Longview, Tex.; Donald C. Wagner, Yonkers, N. Y.; newly elected president Bill N. Taylor, Columbia, Mo.; retiring president Leonard G. Howell, Des Moines, Iowa; newly

elected vice-presidents Rene Laberge, Iachine, Que., and Jay W. Bliss, Minot, N. D.; and Clarence E. Ridley, executive director. Top Row (left to right): past presidents J. R. French, Verdun, Que.; Don C. McMillan, Pasadena, Calif.; C. A. Harrell, Norfolk, Va.; John H. Ames, Ames, Iowa; Robert W. Flaack, Durham, N. C.; retiring vice-presidents R. M. Cooksey, Thomasville, N. C.; Steve Matthews, Lubbock, Tex.; Ross Taylor, Oklahoma City, Okla.; Lyman S. Moore, Portland, Me.; and G. L. Oppen, Riverside, Ill.



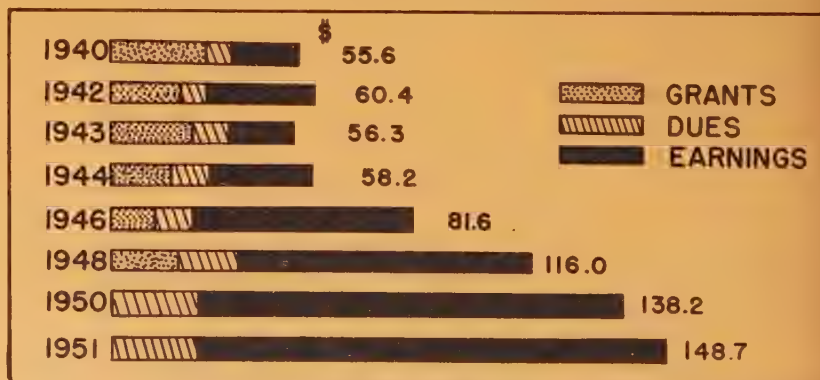
MANAGERS ATTENDING THEIR FIRST ICMA CONFERENCE

Of the 323 managers at Poland Spring 116 were attending their first conference and 73 of them are in this picture. Front Row (left to right): Pelouquin, Castleton, Vt.; Schwalm, Hamilton, Ohio; Blatt, Stoughton, Mass.; Gulden, Lewiston, Pa.; Thompson, Shaler tp, Pa.; Dearborn, Ashland, Me.; Blackstone, Washburn, Me.; Peabody, Dover-Foxcroft, Me.; Violette, Newport, N. H.; Wagner, Wayzata, Minn.; Webber, Chelsea, Me.; Irving, Waldoboro, Me.; Morris, Glencoe, Ill. Second Row (left to right): Libby, New Gloucester, Me.; MacDonald, Presque Isle, Me.; O'Reilly, Chadron, Nebr.; Smith, Excelsior Springs, Mo.; Toupin, St. Laurent, Que.; unidentified non-manager; Schiltz, Dubuque, Iowa; MacIntire, Salisbury, N. C.; Moran, Shawnee, Okla.; Webster, South Portland, Me.; Mrs. Baxter, Stokholm, Me.; Hill, St. Joseph, Mich.; Lovelace, Delray Beach, Fla.; King, Boothbay, Me.; Greaves, Hodgdon, Me.; Hancock, Randolph, Vt.; Welch, Mansfield, Mass.; Weiss, So. Berwick, Me.; Robinson, Fairfield, Me.; Libby, Oakland, Me. Third Row (left to right): unidentified nonmanager; O'Connor, Bucksport, Me.; Towne, Monson, Me.; Michaud, St. Agatha, Me.; Remaly, Springdale, Pa.; McConnell, Warren, Pa.; Welsh, Teaneck, N. J.; Gagnier, Val-d'Or, Que.; Lupien, Louisville, Que.; Bishop, Carmel, Me.; Stewart, Madawaska, Me.; Prince, Vassalboro, Me.; Babcock, Rapid City, S. D.; Waring, Mars Hill, Me.; Dixon, Moultrie, Ga.; Ross, Isle Maligne, Que.; Ellis, Mapleton, Me.; Bayne, Newburgh, N. Y.; Bissonnette, Bellows Falls, Vt.; Layton, Danvers, Mass.; Gray, Old Orchard Beach, Me.; Webster, Old Town, Me. Fourth Row (left to right): Brandon, Burlington, N. C.;

Gold, Winston-Salem, N. C.; Orr, Bangor, Me.; True, Lancaster, N. H.; Lange, Marysville, Mich.; Stevens, Norway, Me.; Bibber, Isleboro, Me.; Laking, Ferndale, Mich.; Coyne, Limestone, Me.; Curtis, Mt. Desert, Me.; Allen, Stonington, Me.; Chenoweth, Hutchinson, Kans.; Kelley, Lakeland, Fla.; Torrey, Camden, Me.; Clifford, Milbridge, Me.; Austin, Houlton, Me.; Woodman, Richmond, Me.; Goff, Brunswick, Me.; Hermann, Bennington, Vt.

Forty-three firstcomers who were not in the picture include: CALIFORNIA: Brooks, San Francisco; Noden, El Cajon; Roberts, Yuba City. COLORADO: Harr, Golden. CONNECTICUT: Bell, Killingly. FLORIDA: Allen, Winterhaven. KANSAS: Lambert, Arkansas City. KENTUCKY: Rhoads, Newport. MAINE: Bird, Corinna; Mrs. Blake, Norridgewood; Burns, Caribou; Charles, Madison; Harding, Bridgton; Hill, Skowhegan; Howard, Rumford; Kyle, Ft. Fairfield; Mittendorf, Bath; Putnam, Thomaston; Quimby, Dexter; Scribner, Van Buren; Shute, Freeport; Tucker, Calais; Walston, Machias; Wilcox, Lisbon; Wyman, Belfast. MASSACHUSETTS: Coupal, Ipswich; Cushing, Wilmington; MacDonald, Middleborough; McGrath, Worcester. MICHIGAN: Allard, Grosse Pointe Woods. MISSOURI: Allen, Cameron. NEW YORK: Frissell, Hastings-on-Hudson; Quin, Elmira. NORTH CAROLINA: Hines, Sanford; Peck, Mooresville. OHIO: Hoisington, Springfield; Starick, Middletown. OREGON: Brunton, Milton-Freewater. PENNSYLVANIA: Decker, Sewickley. TENNESSEE: Bowers, Elizabethton. VERMONT: Duff, Middlebury. CANADA: Fortin, Chicoutimi; Hughes, Westmount.

The Association during the past two years has operated within its own income. The accompanying chart shows that income from grants ended in 1948. Income from membership dues this past year was 16 per cent of the total with the remainder coming from subscriptions to Management Information Service, enrollments in training courses, Public Management subscriptions and the sale of management manuals, the Municipal Year Book, and special reports. (Figures in chart are in thousands.)

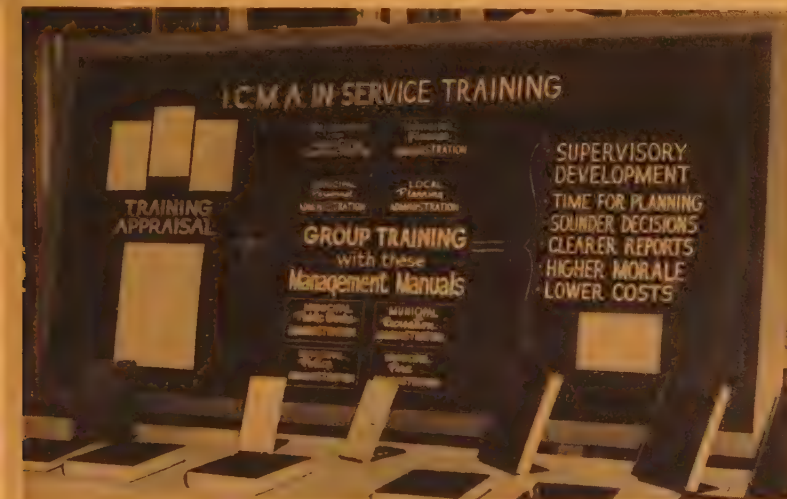




Two general sessions of the conference were devoted to panel discussions. Following brief talks by members of the panel, questions submitted in writing by city managers in the audience were answered by the panel. Panel members in the above photo, who discussed "human relations in municipal management", are: (left to right) George C. Shannon, Oxnard, Calif., reporter for this session; John Baldwin, Ocala, Fla.; Philip L. White, Claremont, N. H.; George Olmsted, Jr., president, S. D. Warren Company, Boston, who gave an address on human relations; Bill N. Taylor, Columbia, Mo., chairman; Clarence H. Elliott, Calamazoo, Mich.; and Warren C. Hyde, Janesville, Wis.



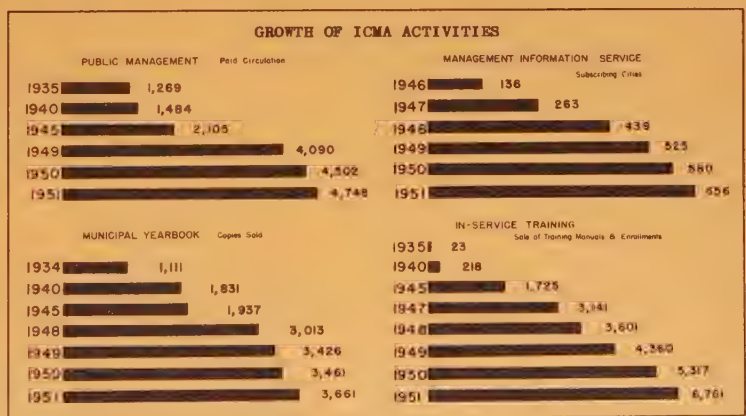
The second panel session, which was held on the third day of the conference and was devoted to "appraising management," consisted of: (left to right) Donald C. Wagner, Yonkers, N. Y.; who was reporter for the session; Samuel E. Vickers, Long Beach, Calif.; Mark E. Keane, Shorewood, Wis.; Russell E. McClure, Dayton, Ohio, chairman; George E. Bean, Grand Rapids, Mich.; Kent Mathewson, Martinsville, Va.



Many managers at the conference were interested in the exhibit (pictured at left) of ICMA in-service training work which was located near the ICMA Registration Desk in the lobby of the Poland Spring House. On the table in front of the exhibit are shown the eight management manuals used in in-service training courses for administrative personnel. Another display board located near the above exhibit showed an ICMA organization chart and a number of bar charts about ICMA activities, all of which are reproduced in this folder. The display included a list of the 659 cities which subscribe to Management Information Service, and also showed copies of Public Management, The Municipal Year Book, and special reports.



One of the general sessions of the conference was devoted to trends in planning, finance and personnel, and the three specialists who delivered short addresses were (left to right) Hugh R. Pomeroy, director of planning, Westchester County, N.Y.; William H. Sherman, city comptroller, Greenwich, Conn.; and Edmond F. Ricketts, field supervisor, Public Administration Service, Chicago. These specialists also acted as consultants at the three concurrent discussion sessions dealing with planning, finance, and personnel. The talks given by these men will be published in the October issue of Public Management.



ANNUAL CONFERENCE POLAND SPRING, MAINE



Seven managers completed a quarter of a century of manager service during the year and were awarded 25-year certificates. The awards were presented by President Howell at the annual banquet to (left to right): Ashton J. Berst, Pleasant Ridge, Mich.; J. L. Womack, Reidsville, N. C.; and Robert W. Flack, Durham, N. C. Other managers receiving the award this year but who were not at the conference were R. M. Lacy, Coalgate, Okla.; J. Bernard Riggs, St. Marys, W. Va.; Sidney Shumate, Warrenton, Va.; and C. S. Sumner, St. Johnsbury, Vt. This makes 50 managers receiving the award since it was started in 1943.



President Leonard G. Howell (right) presents attendance cup at annual banquet to Roy J. Miles, Muskegon Heights, Mich.; president of the Michigan Managers, who accepted the cup for that state with 34 managers in attendance. California managers won the cup last year.



The quartet which provided such fine entertainment at the annual banquet was organized by Donald M. Oakes, city manager, Berkley, Mich., (left end), the other members of the group being (left to right) Louis A. LaPointe, director of service, Montreal, Que.; Tom Fennessey, manager of operations, Richland, Wash.; and W. T. Williamson, until recently manager of East Detroit, Mich.

It is hoped that the charts and pictures in this folder have given ICMA members some idea of the activities of their Association and of the 37th Annual Conference in particular. The New England managers, especially the managers in Maine, received well-deserved praise for their fine contribution to the success of the conference--with ideal weather conditions prevailing throughout the four days.

Plans are already being made for the 1952 conference which will be held in Kansas City, Missouri. The exact date will be determined soon and announced in the City Managers' News Letter. In preparing the program for the next meeting, the program committee will make use of all the suggestions that managers will be kind enough to send in to ICMA headquarters.



Sumner T. Pike

Mr. Pike, who has been a member of the U. S. Atomic Energy Commission ever since it was organized in 1946, was the speaker at the annual banquet.

The many entertainment features of the conference, including the welcome and get-acquainted session, the boat trip and lobster feed, and the social hour preceding the annual banquet, were arranged and provided by a committee of Maine managers and their wives. The committee consisted of: Front Row (left to right): Leigh Webber, Chelsea; Charles A. Haynes, Ellsworth, chairman; Everett Gerrish, Bar Harbor; Lyman S. Moore, Portland. Top Row (left to right): Albert Gray, Jr., Old Orchard Beach; J. Maynard Austin, Houlton; Merle Goff, Brunswick; and Daniel Webster, Old Town. Two remaining committee members who were at the conference but did not get in the picture are Bernal B. Allen, Auburn, and Norman W. MacDonald, Presque Isle. The wives of these managers constituted the Ladies' Entertainment Committee under the chairmanship of Mrs. Haynes, who arranged a fashion show, square dancing, putting contest, and special gifts for all the ladies.



International City Managers' Association
1313 East 60 Street, Chicago 37, Illinois

RESUME OF 37th ANNUAL CONFERENCE SESSIONS
Poland Spring, Maine, September 9-12, 1951

Most of the 323 city, county, and town managers who attended the conference arrived on Sunday in time to attend the get-acquainted session that evening when Lyman S. Moore, city manager, Portland, Me., and president of the Maine Town and City Managers' Association, introduced the chairmen of the several local arrangements committees and their wives and distinguished guests. Bernal B. Allen, city manager, Auburn, Me., then served as master of ceremonies and continued with introductions of various groups which provided entertainment, ending up with a scenic movie of Maine.

The formal opening of the conference came on Monday morning when ICMA Vice-President Lyman S. Moore introduced the Honorable Frederick G. Payne, Governor of Maine, who delivered the address of welcome. Governor Payne said that the council-manager plan in Maine and elsewhere is providing businesslike and efficient local government because it is laid on a sound basis for democratic government.

The next speaker was Leonard G. Howell, ICMA President and city manager of Des Moines, Iowa. In his presidential address Mr. Howell said that the success of the council-manager plan in more than 1,000 cities, towns, and counties had led such cities as Los Angeles and Philadelphia to provide recently for the appointment of chief administrative officers. More than 23 million people now live in council-manager cities.

Looking to the future, Mr. Howell called on managers to make it their first duty to know what is involved in over-all management and to acquire the widest possible knowledge on the art and techniques of management. The manager needs a good strong and workable organization with qualified department heads who are able to carry a portion of the management load, he said. He also emphasized the need of a broad public relations policy.

In the years ahead, Mr. Howell said, the manager must exercise to a greater extent than ever before the qualities of community leadership. "He must be able to determine quickly and accurately what the problems are and make suggestions for solving them. It is just as important to know when to apply the solution as how to apply it."

The third speaker at the opening session was George Olmsted, Jr., president, S. D. Warren Company, Boston, who talked on human relations in management, reviewing the practices of his company. Immediately following his talk, a panel of city managers and Mr. Olmsted discussed human relations in municipal management.

The population group sessions were held on the afternoon of the first day. The second day started out with short talks on trends in finance, personnel, and planning, followed by three concurrent discussion groups on problems in these fields. On the third day was the annual business meeting of ICMA at which the executive director made his annual report and new officers were elected. This was followed by a panel discussion session on appraising management. The short talks given at this panel session and at the panel session on human relations in municipal management will be published in an early issue of Public Management.

(Over)

At the annual banquet on the last day, Sumner T. Pike, member of the U. S. Atomic Energy Commission, warned that cities will have to depend on their own ingenuity in devising methods of meeting atomic bomb disasters. He said that "the failure of Congress to provide more than meagre funds for civil defense is a bad situation we've got to deal with until something happens--then it will be pretty bad." Cities that are not in primary target areas should plan to lend fire equipment and police to a disaster area and substitute volunteer police at home for a few days, he said. With regard to primary target cities, Mr. Pike saw little advantage in having an elaborate permanent organization or an elaborate permanent shelter system.

At a symposium session held on the last afternoon of the conference the discussions at 14 conference sessions were summarized by city managers who had acted as reporters. At this session, Chairman Irving G. McNayr, Montgomery Co., Md., expressed the hope that managers upon returning to their cities would want to put into effect many of the methods and ideas learned at the conference. The brief summary statements presented below are based on the talks made by the reporters at the symposium session.

Human Relations in Municipal Management

Bill N. Taylor, Columbia, Mo., chairman, and George C. Shannon, Oxnard, Calif., reporter. Panel members: John M. Baldwin, Ocala, Fla.; Clarence H. Elliott, Kalamazoo, Mich.; Warren C. Hyde, Janesville, Wis.; and Philip L. White, Claremont, N. H. The possible attacks against council-manager government which President Howell predicted in his keynote address should not be taken lightly because one criticism has been that many city managers in dealing with employees do not follow good human relations practice.

In discussing human relations between management and employees the panel agreed that management must (1) develop a sense of social responsibility toward employees, and (2) make an effort to understand their basic desires and needs as people and which management can satisfy. Desires and needs include adequate pay, job security, satisfactory working conditions, and opportunity for promotion. These objectives are usually found in modern personnel systems. While the ideal can never be obtained, each individual employee should be insured fair treatment.

Each employee desires recognition and respect. Since his job is his major effort in life, it should provide the best opportunity to gain recognition and respect in the eyes of others. If the job fails in providing this opportunity then the employee's interest and efficiency will lag. The manager, therefore, must help the employee be aware that his job does bring respect for his accomplishment because his team produces an important service and he is an important member of the team.

Recognition by giving praise for efficient handling of even mediocre tasks during inspections or when on the scene of emergencies will stimulate the feeling among employees that their work is appreciated. Further, the panel felt that recognition and respect is shown when "bottoms-up" management practices are employed by encouraging employee participation in management decisions on adopting new policies or new work techniques. Give the employee responsibility and stimulate initiative through recognition of his responsibility.

Supervisors should be trained in proper attitudes and in ways to recognize the human factors in dealing with subordinates. Promote the "downward look" among supervisors so they can deal with their subordinates from a human relations point of view. The manager should adopt the same attitude with supervisors and set the pattern by

training through example. The panel members believed that the best human relations objectives can be achieved through supervisory personnel.

Another approach to good human relations is to provide a two-way channel of information between management and the employee. Crossing lines of authority or by-passing can be achieved without disaster through the process of employee participation, obtaining and using subordinates' opinions, use of employee house organs, written rules and instructions, personal contact in inspections, and contact in informal situations. Grievances that are improperly handled or ignored can become a negative means of communications that could promote poor human relationships with large segments of the organization.

The manner of handling disciplinary problems should be positive in application as a systematic and continuous training of employees in their work relationships. Supervisors are the disciplinarians who must learn in their human relations training that fairness and impartiality are prime requisites in disciplinary action.

After all, the success of managerial leadership is ultimately measured by the productivity of subordinates. If city managers are to succeed in maintaining interest, loyalty, and efficiency on the part of employees, the consensus of this panel is that managers should recognize and follow sound human relations policies in their personnel practices. What the panel has said in brief is that managerial leadership of employees must reflect love for fellowmen and that management actions should reflect sincerity and selflessness that comes straight from the heart.

In his address George Olmsted, Jr., set out three fields in which to develop human relations: (1) employee-management, (2) company-customer, and (3) company-stockholder. This panel delved only into the first field. When city managers explore the other two fields of human relations as they apply to city government and the management job, new concepts will be discovered in those important phases of the management job which must be recognized to preserve the democratic principles of council-manager government. The city's customer is the public and the city's stockholders are the taxpayers and voters.

Appraising Management

Russell E. McClure, Dayton, Ohio, chairman, and Donald C. Wagner, Yonkers, N. Y., reporter. Panel members: George E. Bean, Grand Rapids, Mich.; Mark E. Keane, Shorewood, Wis.; Kent Mathewson, Martinsville, Va.; and Samuel E. Vickers, Long Beach, Calif.

The chairman opened the session with a quote from the 1950 Conference: "It looks now as though we have decided how to measure departmental work--and we should be about ready to measure the management job." In keeping with the human relations theme of this conference, he pointed out that management is not the direction of things but the development of people. Only management has the information and the ability to judge whether things are going well; only management has the proper sense of timing; only management is in a position to obtain the support of the organization in reaching its objectives.

The skillful administrator provides adequate communications, vertically in both directions and horizontally between departments. "Appraising management" covers the entire scope of management, including the fixing of objectives, providing an

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organization structure that will help to realize those objectives, providing the leadership to get the job done, and directing and coordinating the work of subordinates.

One panel member, in discussing "Analyzing the Job and Organizing Staff Services," said that administration constitutes a means toward an end, that end being services furnished the citizenry. The job of the city manager is to see that these services are provided in accordance with general determinations of the city council. He must analyze the job to be done and determine the best way to accomplish it.

The manager must distinguish between line, staff, and auxiliary services. Line services are commonly understood. Staff services assist top management to do its job, do not directly serve the public, are primarily advisory, do research, study, observe and recommend, but do not command; they include for example administrative research, planning, budget control, and the like. Auxiliary services, sometimes called institutional or housekeeping functions, also do not serve the public directly, but serve the line departments and include purchasing, central garage, building maintenance, accounting, inventory, and messenger service. It was recommended that some cities would do well to bring the auxiliary services of a housekeeping nature together in a department of central services.

In organizing operating departments to make full use of central services, one panel member mentioned two objectives: (1) satisfaction of the public, and (2) satisfaction of the employees. To achieve the first objective departments are established on the basis of major purpose, divisions on the basis of process or in some cases area. Thus clean lines of authority and responsibility are established and the span of control is narrowed.

The second objective is realized when attention is given to the human relationships discussed several times in this conference. The employee must be given authority commensurate with his responsibility, his duties must be clearly understood, he must have only one boss, he must have open lines of communication, and he must work in an environment conducive to cooperative effort.

If departments are to make full use of central services, department heads must be trained on the value of such services. Those in charge of the central services must be technically qualified and personally tactful, channels and procedures must be formalized but with a minimum of paper work, changes in policy should be arrived at only after staff conferences, and department heads must be persuaded that responsibility for results cannot be shifted to the auxiliary services.

Another aspect of appraising management is leadership by the manager to impress on department heads and employees what he wants the organization to do. The manager himself must know clearly, said one panel member, what he wants his organization to do. Before expecting his department heads to follow, he must obtain from the city council some general directions in line with the desired objectives. By reconciling these two approaches successfully the manager demonstrates leadership. The general policies guide the service program and the financial program. Tendencies of department heads to pursue a too aggressive program must be curbed more or less tactfully and their energies directed toward the end objective.

There must be sufficient personal contact between the manager and department heads for a mutual understanding. There must be basic sincerity; and the very human trait of a spontaneous sense of humor helps. One measurement of an effective mutual understanding is how quickly a manager can say "no" to a request without causing a

ripple in the organization. The interesting comment was made that it might help a manager to look at himself to see if he acts like he knows it all and maybe is a "stuffed shirt" besides.

How does the manager get information and how does he appraise his own performance? A member of the panel gave his opinion that a successful manager is one who knows what his organization is doing and is satisfied with its work, and at the same time has his ear close enough to the ground to know that the council and the public are with him. In appraising his work from within the manager uses, with the help of one or more assistants, staff meetings, departmental reports, personal inspections, and standards or yardsticks. In appraising his work from without the manager talks with the "man on the street", makes use of reporters' ears and eyes, maintains close relationship with individual councilmen in exchanging information, uses city employees as opinion surveyors, and fraternizes with so-called neighborhood mayors.

In concluding the session the chairman quoted from Public Management for Feb., 1932. "The skill of the administrator is only partly capable of universal acquisition; the final and highest expression of it, like the expression of all art, is personal. Judgment, force of character, and tact cannot be measured. They are estimated by more subtle means; they must be gauged by personal reactions which cannot be expressed statistically . . . and if administration is to rise above mediocrity, room must always be left for the full play and exercise of those personal qualities which distinguish creative art from scientific formulae."

Current Trends in Finance, Personnel, and Planning

All of the managers met in general session with Ross E. Windom, St. Petersburg, Fla., as chairman to hear short addresses on current trends in municipal finance by William H. Sherman, city comptroller, Greenwich, Conn.; in personnel practices by Edmond F. Ricketts, field supervisor, Public Administration Service, Chicago; and in planning by Hugh R. Pomeroy, director of planning, Westchester County, N. Y. These addresses will be published in the October issue of Public Management. The group then disbanded to meet in three concurrent sessions in order to discuss in more detail various aspects of the problems and trends in these fields. The discussions at these three sessions are summarized below:

Finance Problems. Bert W. Johnson, Boulder, Colo., chairman; and Harold Cheek, Niagara Falls, N. Y., reporter. Participants in this session selected three topics for discussion: (1) use of special assessments for paving, parking, and sidewalks; (2) policy on service charges vs. raising the property tax, and (3) paying for city services in newly annexed areas.

It was generally agreed that use of special assessments for paving, parking lots, and sidewalks is preferable to using property tax revenues. Various methods of financing through special assessments were reported as follows: (1) Contractor finances improvements and receives his money as paid by benefited property owner. (2) Written agreement between contractor and benefited property owner with payments made directly to contractor; cities using this plan reported collections to be good and contractor satisfied. (3) Issuance of short-term anticipation notes or use of public improvement funds or working capital funds provided by budget appropriation. Borrowed funds are then replaced by issuance of bonds or from payments made to city by benefited property owners. (4) Special assessments carried by local bank. In some instances there are no mortgage liens and bank carries the risk. Someone asked how the bank

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covered the loss for unpaid assessments and the answer was presumably through the discount rate. (5) Sale of special assessment warrants to city pension fund. (6) Sale of special assessment or general obligation bonds in advance of improvements. The consultant believed that most states had legislation authorizing prior sale of bonds.

Several managers commented on the apportionment of the cost of special assessment improvements between the benefited property owners and the city-at-large. One city reported success with a standard type of improved pavement and assessing the owner on the basis of a fixed rate per foot. All cost over the fixed rate is paid by the city-at-large except when the petitioners request a pavement better than the standard pavement. In this event the property owners pay the fixed rate plus the difference between the cost of the standard pavement and the better pavement.

Managers of other cities reported policies whereby the city-at-large pays for all the cost of the pavement over a standard width. Still other managers reported that their cities assume part of the cost of special assessment improvements for corner lots. It was felt that some cities may be practicing false economy by constructing too light pavements, and further that it is false economy to construct pavements before all underground utilities and service connections are installed.

There seemed to be no managers present who use special assessment to provide off street parking facilities. Managers of a few cities said they use parking meter revenues exclusively to pay off bond issues for parking facilities. Many more cities use parking meter revenues for general traffic control.

With regard to the second topic, the general trend seemed to be in favor of the use of service charges rather than raising the property tax. Some of the reasons given were: Those who receive a direct benefit pay for the cost of the service. Some property is exempt from property taxes and will pay special service charges. Service is sometimes rendered to only part of the property tax-payers. For instance, garbage and rubbish collections are not desired in some rural or thinly settled areas. Garbage and rubbish collections from commercial and industrial concerns require extra service that should be paid for.

One city expects to begin charging for collection of all combustible material. Four or five more indicated they are considering service charges for garbage and rubbish collections. Another city provides curb-service for garbage and rubbish collections at a standard rate and furnishes service at the back door at \$1.50 extra per month. Another city charges \$5 per season for snow plowing of short driveways and \$10 for long driveways.

The consultant advised that the use of service charges should be governed somewhat by the local requirements of each city. He cautioned against the earmarking of revenues for special purposes. Council should have the power to use all revenues according to the city's needs and the council should be held accountable to the voters for its proper use. He further advised that separate funding should be avoided where possible.

With regard to paying for city services in newly annexed areas the general practice in a number of cities is to require the developer to post a performance bond. Several cities in California require that the developer pay the city \$550 per acre of land to be annexed. These funds are deposited in the capital improvement fund. In this way the developer pays his share of the investments made previously by the city to provide city facilities the new residents will be using as members of the

municipal corporation. One of these cities had a petition on file to annex over 2,000 acres. The developer must also post a performance bond for improvements. A Texas city charges areas annexed \$1.20 per front foot for water and 80 cents per foot for sewer. The council can annex by resolution, but does so only when requested by petitioners.

A brief discussion on purchasing showed that more than half of the managers in the session act as purchasing agents for their cities; in cities that have a purchasing agent or where some other employee does this work he generally reports directly to the manager instead of to a director of finance.

Personnel Practices. Carleton F. Sharpe, Hartford, Conn., chairman; Edmond F. Rickets, consultant; and David D. Rowlands, Mt. Lebanon Township, Pa., reporter. In developing a sound personnel program that will help the administrator it was agreed that there should be a position classification and pay plan, an employee retirement plan, and a group insurance or hospitalization plan. It was the consensus that a personnel program designed to help the employee should also help the administrator. It is essential, therefore, that the personnel policy ultimately adopted be made understandable to all employees.

In recruiting competent employees in a highly competitive labor market, it was agreed that all job openings should receive widespread publicity through the proper media, that the application form should be simple to complete, and that a medical examination should be required. The various benefits enjoyed by city employees also should be mentioned, including pensions, hospitalization, vacation policies, and similar benefits.

Most managers agreed that tenure of service is no longer a convincing argument in recruiting new employees since so many jobs are now available in private industry. Professional and technical personnel are extremely difficult to recruit at the present time, it was observed. One manager believed it would be better to reduce the work program in preference to lowering the standards and hiring mediocre employees.

One of the best ways to keep good employees is to sell the council on the need for a pay policy and adequate wage and salary adjustments. To do this selling job, several factors should be considered: (1) compare city pay rates with those of industrial concerns in the community, (2) request that the council authorize an independent survey by trained consultants, (3) prepare factual data on the subject (cost-of-living index, etc.), and (4) convince the council that all groups of employees should be given equal consideration in the program.

Once the council has recognized the need for salary adjustments, the manager can "prepare the way" by reviewing the subject with his employees. Several managers cited instances in which they had discussed the problem of pay adjustments with an employee council, a representative from various employee unions, or any other bona fide employees' association. It was felt that an employees' council may be composed of one representative for each 10 or 20 employees or on the basis of one employee for each department. Regardless of what method of negotiation or discussion is used, certain "ground rules" that all understand should be observed. In such negotiations the manager can and should frankly let the employees know what the attitude of the council and manager is with regard to pay policies and the difficulties, if any, that the city has faced in solving the pay problem.

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When the pay problem is approached in this manner it was believed that the morale of the employees is raised since all feel that they are a part of the organization and are not being discriminated against in favor of some other group of employees. If a friendly "give and take" between manager and employee groups is followed, it makes the job of the council much easier in wage and salary negotiations and determinations. Whatever technique is followed, it was the consensus that department heads should be briefed and that these matters should clear through the normal channels of communication.

Along with this wage and salary discussion, the group considered cost-of-living pay increases, normal pay adjustments of perhaps 5 per cent every six months or a year, and merit increases. Several cities reported the policy of basing pay increases on length of service; others make adjustments straight across the board, tied in with the cost-of-living index; and some cities implement their procedures with merit increases for employees who demonstrate extraordinary aptitude and ability. These merit adjustments, it was pointed out, should be kept to a minimum and reserved only for the exceptional employee.

Normal salary and wage increments usually are accompanied by some type of employee rating system, but irrespective of the method used it is considered sound practice to evaluate performance standards separate and apart from the actual pay adjustment policy; although, obviously there will be some correlation between these two aspects in a good personnel program. It was believed also that regardless of specific rules and regulations the council and manager should retain some discretion in recognizing outstanding employees.

Consideration was given to the need for training employees to perform their duties more effectively. To overcome natural inertia and indifference to a training program, employees can be required to attend training sessions, ordinarily on city time or partly on city time and partly on employee time.

Fundamentally, every employee wants to do the best job possible, and the knowledge that increased competency on the job might well result in a salary adjustment frequently provides the necessary stimulus to participate in this type of program zealously and without any compulsion. This type of program was so successful in one city that the employees requested the council to continue a planned training program.

Who should be trained? That depends on the conditions that exist in any given city. Department heads, supervisory personnel, or employees in the lower echelons, or all three types of workers, might gain from a positive training program. The manager must decide who needs to be trained and where such a program can produce the most salutary results.

Assistance in developing a training program often can be secured from a nearby college or university. In some areas several communities have participated in a joint training program with considerable success. It was the consensus that the employees who complete a training course should be presented diplomas or certificates at a public meeting.

With regard to local residence requirement for city employees it was found that many cities do not require residence as a basis of employment, and in those that do so it frequently is necessary to suspend the requirement because of an emergency housing condition or for some other reason.

On the question as to whether city employees should be permitted to work at other jobs there was a divergence of opinion. Managers of most cities reported that there are no restrictions against outside employment, but the majority agreed the policy should be definitely outlined in the city's personnel regulations. If employees are not permitted to accept other work, that should be one of the conditions of original employment to prevent any future misunderstandings. It was interesting to observe that some cities permit employees, other than policemen and firemen, to accept outside employment. One manager reported that the labor union in his city silently objected to city employees holding two jobs; the subsequent effect on the over-all labor picture is obvious.

In summary, the consensus of the group was that cities should (1) develop definite personnel rules and regulations, (2) be cognizant of the need for granting additional "fringe benefits" in a competitive labor market, (3) prepare adequate and realistic position classification and pay plans, (4) reward competence on the job with satisfactory pay adjustments, (5) institute positive recruitment and training programs, and (6) remember that a personnel program does not remain static.

Planning Problems. Thomas F. Maxwell, Columbia, S. C., chairman; Hugh R. Pomeroy, consultant; and Sherwood L. Reeder, Richmond, Va., reporter. Problems of subdivision control were of greatest interest to the group and so this subject was taken up first. Subdivision control must be based on either charter or state law and must be amplified by specific subdivision regulations. Satisfactory regulations, said the consultant, must be consistent with the general city plan, particularly the street pattern and other standards of design. Such regulations should also set forth clearly the improvements required of the subdivider, and the subdivider should be required to install complete improvements at his own expense.

Subdivisions should come into being fully provided with those facilities needed for modern land use. Variations were stated to be justified, however, where it is the desire of the community to promote certain types of development, and where general benefit improvements are involved part of the costs might properly be assumed by the municipality. The consultant opposed the procedure of the work being done by the city and charged back to the property but advocated that the subdivider be required to pay cash in advance or provide a firm guarantee when the plat is recorded.

The need for long-term capital improvements came in for considerable discussion. Mr. Pomeroy insisted that careful scheduling of improvements is essential to the sound growth and development of a community but that such scheduling must be in accord with the community's ability to finance the program which must be determined in advance. He suggested that sound programming could not be done effectively for periods longer than five or six years and even then should be subjected to an annual review. He advocated a capital budget committee whose membership might be composed of the city planner, chief fiscal officer, chairman of appropriate council committees, and department heads. Good scheduling, he said, would take into consideration replacement needs as well as new facility needs.

The question of municipal policy on obtaining new industries brought forth the advice that such policy must be built on an analysis of the economic base of the community. Just bringing a new industry to the community is not always desirable for it ought to be an industry which will fit into the particular economic pattern of the city or area.

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The offering of inducements to industries was not endorsed--in fact, it was stated that special inducements generally were unwise with the possible exception of the extension of utilities which might be required by the new industry. Mr. Pomeroy advocated a new type of industrial zoning based on performance standards instead of the typical classification of industries. He suggested that control in this type of zoning could be made effective by means of a revokable certificate of occupancy.

Someone asked what kind of citizens should be placed on an official planning commission. Mr. Pomeroy offered the opinion that they should be the best representative group of citizens available. He urged community participation in the planning process.

The best approach to the planning task, Mr. Pomeroy said, is a permanent qualified staff even if that staff is only one person who may supplement his background with assistance from consultants in particular fields. He was categorically opposed to bringing in consultants to make a master plan. He said "the package job of planning is sterile and futile." If a city is not large enough to have a full-time planning staff, he favors using neighboring agencies (state or county or regional agencies) and the citizens in the community.

Emphasis was placed on the value of neighborhood meetings where city officials can hear problems firsthand from citizens. The consultant stressed the importance of the community doing community planning and pointed out that a regional planning commission was rejected in Westchester County because it might become a fifth wheel of government. Pomeroy pointed out, however, that this idea does not preclude a county planning agency that can serve the cities in the county on an advisory basis.

Movies and Disaster Plans

Steve Matthews, Lubbock, Tex., chairman, and J. H. Wigglesworth, Lawrence, Kans., reporter. This program consisted of the showing of two films on municipal activity. The city of Burbank, Calif., has produced "The Story of Burbank," a color sound-film which for cities that can finance such a project provides a superior method of carrying the administrative story to the citizen. The 33-minute Burbank film cost more than \$12,000 to produce.

The second film was the record of the recent flood in the Kansas-Missouri area, narrated by L. P. Cookingham. In his introductory remarks he stressed the necessity for a disaster organization which would include all agencies of community service. In addition there should be an inventory of people (key individuals with ability), and an inventory of materials, tools, and equipment that would be available in an emergency.

One product of disaster on the credit side is the resurgence of community spirit and the demonstration of solidarity which is very heartening to anyone who has experienced it. Adequate performance by the municipal team in a crisis is the most powerful of all public relations activities. Perhaps there is significance in the fact that this was the best attended of all the conference sessions.

Population Group Sessions

City managers spent the afternoon of the first day of the conference in seven concurrent group discussion sessions based on the population of their cities with each session attended by 40 to 50 managers, and the county managers held a session of their own.

Cities Under 4,000. Ernest C. Marriner, Wells, Me., chairman, and Cecil A. Bissonnette, Bellows Falls, Vt., reporter. Suggestions from the group resulted in a list of 17 topics for discussion and a show of hands indicated that most interest centered on how to stay out of politics and still be a civic leader. It was agreed that the manager should steer clear of politics even in a community dominated by one political party. He should, however, appear before civic group meetings to explain city problems and activities but not take sides on controversial matters. He should present both sides of such problems to the council and explain his recommendations.

The second problem of most concern was whether a city should set up a revolving fund for equipment purchases. There was no general agreement as to the best policy. One manager suggested the use of year-end surpluses for such purchases. Several managers felt, however, that a separate fund is preferable so that definite plans can be made for the purchase of equipment when needed.

Next on the list was an integrated public safety department with the same men doing both fire and police work. Several managers reported success with such a setup. Most managers were open-minded on the question and felt that a city would have to go into such a plan slowly and that the men would have to be thoroughly trained first.

With regard to municipal policy on getting new industries it was found that a few communities provide funds for plant construction which are paid back on an amortization basis. The consensus was that cities generally should avoid using public funds to subsidize new industry, but that a community should be ready to offer sewer and water service and in rare cases perhaps tax exemption for a limited time.

Should small cities adopt a master plan and zoning ordinance? Some managers were in favor of such measures. However, it was felt that this was a major selling program... As to the best policy on sewer and water extensions it was felt that small communities should follow state statutes unless the council has special assessment powers or a community specifically votes such projects... In a discussion of council interference in administration it was agreed that the city charter should prohibit this and should clearly outline the authority of the council and the manager.

With respect to civil defense the lack of interest in smaller cities resulted in placing this work on the manager. Several managers reported good results from delegating specific phases to local organizations... Many managers felt a need for more statistical data for smaller cities, and consensus of the group was that the Association should compile and publish some data about cities of less than 5,000 population.

Cities Between 4,000 and 7,000. Walter J. Hoffman, Glenview, Ill., chairman, and Henry Rolfes, Jr., Sterling, Colo., reporter. Managers in this session started off with methods of keeping the council and public informed. It appeared that most managers use such conventional devices as weekly newspaper columns, information centers in city hall lobbies, council newsletters, radio, and annual reports.

The next topic considered was the old bugaboo of finding time to be city manager. The most effective solution offered is the employment of an administrative assistant. Another method is to train office personnel in directing visitors from the manager's office to the proper department head. One manager suggested a broad program of in-service training for administrative personnel, and another member of the group suggested that managers should read the material the Association has prepared on safeguarding managerial time.

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Fire and police organization provoked an extended exchange of ideas. The manager of one city reported commendable success with an integrated public safety department. The consensus was that if better performance is provided through an integrated setup it should be more widely adopted.

Some cities find it necessary to engage in lobbying because of the lack of an effective state league of municipalities. One manager amazed the group by stating that he sometimes spent as many as three days per week at the state legislature during the entire session. It was tacitly agreed that this gentleman had been unduly reticent during the previous discussion on "safeguarding a manager's time."

Discussion of zoning ordinance enforcement brought out the idea that members of local zoning and planning boards should be given some training because the well-intentioned but poorly informed planning board member constitutes a potential hazard to intelligent planning and zoning, particularly in zoning variance cases.

A number of other items were considered including water and sewer extension policy, insurance practices, mechanized accounting, and council-manager relations.

Cities Between 7,000 and 12,000. R. V. Terrill, Grand Haven, Mich., chairman, and J. Douglas Mackintosh, Jr., Lancaster, S. C., reporter. The 52 managers in this session agreed that the topic of most interest was methods of purchasing various types of insurance. Several managers explained how they solved the problem of purchasing fire, liability, and workmens' compensation insurance by calling the various agents together and having them elect one of their number to act as key agent or broker. In this way the city has only one policy for each type of insurance, and the business is distributed among the various agents.

Most cities represented carry all types of insurance, some carry no fire insurance, while others carry deductible policies. One manager stated that in purchasing insurance the city should consider the length of time the company has been in the state, whether the company has salaried employees in the city, and whether it is on the list of accepted companies.

Considerable interest was shown in a self-insurance plan reported by one manager. Most cities do not buy from mutual companies because of rulings by states that they then become shareholders in private corporations. The consensus was that all managers should thoroughly examine and make necessary adjustments in their present insurance programs.

With regard to the integration of police and fire departments the manager of one city stated that such a plan would enable small cities to effect a great saving. A Maryland manager said that men in his full-time police department helped to fight fires as the town had only volunteer firemen. All members of the police force are required to take the course of instruction for firemen at the state university.

Another manager told of the Sunnyvale, Calif., plan which provides for a combined fire and police officer known as a public safety officer who is trained in both jobs. A complete account of the Sunnyvale plan appeared in Public Management for May, 1951, and in Western City for August, 1951. While a few managers opposed this plan, chiefly because a large fire might occur during the peak hours of police duties, it was the consensus that the plan has possibilities and that it would be most practical in the smaller cities.

In discussing relations with the council, the consensus was that the manager and council must have confidence in each other. All except one or two managers said they

had good relationships with their councils. A few managers said that local newspapers, particularly where there is more than one paper, attempt to stir up controversies with the intent of increasing their circulation. Some cities avoid this situation by having an understanding with the press that all proceedings during an executive meeting of the council are off the record and may be quoted only with permission.

The last subject was methods of making better use of equipment. Several managers reported good results in training truck drivers to operate various types of heavy equipment. Employee interest is stimulated by painting the name of the operator on the various units he is capable of handling. This increases the efficiency of the employee by making him feel more responsible for the proper use of the equipment.

Cities Between 12,000 and 20,000. John M. Biery, Midland, Mich., chairman, and Emerson Walker, Ellwood City, Pa., reporter. It was conceded that requisites essential to satisfaction in doing public work by force account include: (1) competent engineering and inspection, (2) adequate key personnel to lead the working force, (3) equipment of the design necessary to execute the operation, and (4) complete cost accounting.

Disadvantages of the force account method were cited as: (1) city is limited on expensive equipment it can afford to own; (2) city involved in construction work may let down on the maintenance program; (3) the manager may become burdened in construction detail to the detriment of his real duties as general administrator. Under force account a city also would assume risks which might result in unanticipated costs and such risks are more properly covered by contract methods; private contractors often can expedite the work with less inconvenience to the public; and where assessments are levied to defray construction costs it is incumbent upon the city to award work on a competitive basis.

Advocates of the force account method pointed to the advantage of retaining a construction force so as to have adequate personnel for winter tasks and for spring and fall maintenance; the probability of obtaining high quality of work because of workers' interest in eliminating future maintenance problems, especially in underground installations; the check and balance effect of keeping costs at a minimum when contractor interest is at a low ebb; and the possibility of selecting certain jobs which the municipality could best undertake.

It was the consensus that force account work should be limited to small operations where conditions of weather and availability of labor point to economical execution but that large projects should be left in the contract field.

In discussing methods of financing street resurfacing, it was generally agreed that abutting property owners on arterial streets should be assessed for the width necessary for residential traffic and that repaving of commercial streets in general should be the responsibility of the city as a whole. Some cities use special assessments for at least part of the cost of resurfacing streets. But the predominating method of financing street resurfacing used by cities represented in the session is current tax revenues.

Next came a discussion on the selection and replacement of police cars. The managers of two cities are renting police cars from motor agencies on a mileage basis.

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This service includes insurance and maintenance but not fuel. Cars are replaced by the agency at about the same interval as replacements are made when ownership resides in the municipality. It was suggested that better maintenance results from this plan since the auto agency retains ownership and is interested in its own property.

The rental plan is especially adapted for times when used cars command a good price. It was pointed out that such a plan would be attractive to auto agencies only on cars where mileage is high. Rates paid by one city are 4-1/2 cents per mile and by the second city 1-1/4 cents. Since some private corporations have found the rental plan economically feasible it was felt that it should also be practical for cities.

One city (Claremont, N.H.) carries collision insurance with a \$1,000 deductible clause on police cars and on all other city motor equipment. The city is thus protected at low cost in the event an expensive piece of equipment, such as a fire truck, should be destroyed. About half of the cities represented carry collision insurance of some type.

Choice of cars for police work is limited in general to the two most popular light cars. Annual replacement of police cars is the policy followed by most cities in this group. Competitive bidding for replacement is the practice used in nearly all cities. It was suggested that station wagons and sedan delivery cars could be used in some towns to serve the double purpose for ambulance calls and patrolling. A poll showed that almost half of the cities represented render some public ambulance service.

Methods of handling small and emergency purchases were discussed and the manager of one city (Oxnard, Calif.) contracts for one-year periods for percentage discounts on all hardware items not exceeding \$8 and employees may purchase such items on emergency basis. The manager of another city (Mt. Lebanon, Pa.) issues monthly reminders to department heads to requisition supplies for that month.

Cities Between 20,000 and 30,000. G. O. Summers, Longview, Tex., chairman, and E. C. Brandon, Jr., Burlington, N. C., reporter., A discussion of force account vs. contract on public construction indicated that a solution is affected by (1) the difference in labor rates to the city and to the contractor, (2) labor availability, (3) local situation as to contractors, and (4) size of job under construction. Some cities have found it advantageous to purchase materials, such as pipe, on bids and let a contract for the installation after arrival of the material.

The question is chiefly one of economy and the manager must constantly compare force account costs with contract costs. Care must be exerted to include all costs in force account determination. The manager must bear in mind insurance costs, both compensation and equipment; depreciation on machinery and equipment; whether machinery and equipment will remain idle much of the year; and the cost of training competent personnel as well as the usual items of labor, materials, and engineering. Exact costs are always necessary. Care should also be taken to see that the amount of force account work does not become so great that normal maintenance will suffer.

The consensus on independent boards was that better coordination can be achieved when such boards are appointed by the city council and where the budget of the board comes under the jurisdiction of the manager. Meetings of independent boards can easily use up much of a manager's time; it was felt that the manager should not have to attend all board meetings. The manager must bear in mind, however, that he has a responsibility to win the confidence of individual boards, as well as that of the council, and only by working with them can this be accomplished. The manager also

may be able to assist boards in setting up long-range programs and thus obtain a cooperative feeling among the several boards for the over-all benefit of the city. It was felt that city-owned utilities could be more economically operated as a department of the city rather than under an independent board.

The consensus of the group on the regulation of public utilities was that the franchise should include an option to purchase on the part of the city, should cover no longer than 10 and preferably five years, should provide for the tax or other payment to the city, and should set forth the rates to be charged for all city services.

In discussing traffic control in business districts it was agreed that each city has a different problem, and that the advice of a trained traffic engineer is essential. Several managers suggested that cities should have one or more qualified police officers take the training work at Northwestern University Traffic Institute or a similar school. The city should make long-range plans for handling traffic problems.

Centralized purchasing can be effective for all departments only through rigid control and enforcement of purchase orders. There should be a definite plan for emergency purchases which should be held to a minimum through the use of central stores. Economy also may be increased by obtaining bids from local suppliers on allowing discounts on items purchased by the city.

As to financing the resurfacing of streets where property owners have paid for the original paving, it was found that one-fifth of the cities represented require property owners to pay 100 per cent of the resurfacing costs while the other four-fifths do this work from maintenance or other funds. Individual state laws generally affect this problem.

In a discussion on the extent to which a city can use bookkeeping and accounting machines, it was found that approximately one-half of the managers present use machines and one-half do not (excluding utility billing). It is felt that a city probably will find it economical to change from hand bookkeeping methods to machine methods sometime while in this population bracket. Cities should consider including other work, such as tax billing, and obtain the make of machine best suited to the city's needs. Generally a city can effect a saving in personnel time and space through the use of business machines.

On the question of fire insurance on city property it was found that several cities carry \$5,000 to \$10,000 deductible fire insurance policies. One city is studying a \$10,000 deductible plan with a view to setting up a \$30,000 reserve fund from the savings effected.

Cities Between 30,000 to 50,000. Jack Maynard, Ashland, Ky., chairman, and Donald P. Wolfer, Albany, Ga., reporter. Refuse collection practices were of most interest. A majority of the cities represented collect garbage twice per week in residential districts, although some northern cities make once-a-week collections during the winter months. Most cities pick up the refuse at the rear door, and a few that substituted curb service during the war have resumed rear-door service. Generally the cities that collect refuse at the curb are in the faster growing sections of the country--particularly in the West.

(Over)

There is no standard practice with respect to the separation of garbage and rubbish, this being governed largely by the method of disposal employed. Cities that have incinerators separate the combustible from noncombustible material and the garbage generally is wrapped. Separation is not necessary where the sanitary landfill plan is used.

A few cities reported collection charges of 75 cents to \$1.50 per month. Some cities sell coupon books and others send out bills. It was agreed that the occupant rather than the property owner should be billed. Open-type truck bodies seem to be the rule in business-district collections and packers in residential areas.

Normal crew is a driver and two loaders although one city (High Point) advocates the use of four-man crews where rear door collections are made. Refuse collection crews are provided with uniforms in only a few cities, and the standard practice in such places is for the city to furnish and launder them without charge to the employee. Such uniforms cost about one-third as much as the uniforms for fire and police forces.

Another topic discussed was rental vs. ownership of equipment. Several cities favor the purchase of all equipment on the ground that it is cheaper and is always available when needed. Managers of several cities believe that this practice ties up skilled labor and sizeable capital investments during slack nonproductive months.

It was felt that separate consideration should be given to construction equipment. In considering the rental or purchase of construction equipment the city should be governed by: local conditions (public opinion), the time limitation on the work to be performed (whether emergency or not), and the length of the work season (i.e. how much return can be expected on the investment in the equipment and the skilled labor required to operate it). Obviously, the ownership of construction equipment is more feasible in this regard in the temperate areas of the country.

It was the consensus of the managers attending this session that cities could do construction work 8 to 10 per cent cheaper by using their own equipment than by renting it if they could schedule their work programs in such a manner as to keep their equipment busy most of the time. All agreed that if operating equipment is rented, administrative vehicles should be covered by a separate contract from police vehicles--the former being retained on a mileage basis and the latter on a time basis. In an emergency everyone agreed that equipment rentals are in order. It was felt, however, that renting police cars is not as economical as buying and trading in cars every year. Police cars that run 50,000 to 60,000 miles a year should not be kept longer than one year.

Cities Over 50,000. John B. Atkinson, Cambridge, Mass., chairman., and Walter Seaholm, Austin, Tex., reporter. More than one-half hour was devoted to the public relations functions of the city manager. The most effective public relations is good service to the public at a reasonable price. Prompt and courteous attention to complaints and requests of citizens also was stressed.

The manager must assume the leadership in his community. He should be ever ready to appear before service clubs and other groups to talk and report on the affairs of the city, its plans, activities, etc. It was felt that the manager must

do a great deal to sell the council-manager plan to the people but that the manager probably should not take any part in controversial matters such as a referendum to abandon the plan.

The manager of one city (Burbank, Calif.) said that 15 years ago the school board put a course on city government in the junior high school. Many students now are citizens and are supporters of council-manager government. Several managers believe that an open-door policy is good public relations, and that the manager should see anybody who really wants to see the manager. People judge the manager by his accessibility.

Another manager said that if department heads are conscious of the need for good public relations the manager's public relations is taken care of. The need for a broad public relations program from the manager to the street cleaner was emphasized. Considerate understanding and treatment of employees can contribute much to successful public relations. Loyal, courteous, and efficient employees sell the city to the people.

In discussing organization for sewerage service in metropolitan areas it was brought out that serious health and sanitary problems exist in the fringe areas. The manager of one city (Grand Rapids, Mich.) reported he was setting up an urban service policy for sewerage, water, and fire service. Such services would be provided outside the city but within the economic area of the city in return for the adoption of the same land-use policy in effect in the city. Rates charged would be commensurate with the cost of providing such services.

With respect to a desirable organization for civilian defense, most of the managers reported poor progress. Most thought this condition was in general due to the failure of Congress to provide money needed for such a program, and the general apathy of the people. Numerous cities indicated that appropriations had been set up and approved in their budgets but that little of it had been spent to date.

It was the consensus of the 60 managers present that the cities must assume the responsibility for civil defense and not depend on the federal government. Since Congress has not appropriated civil defense funds for necessary equipment and facilities, the cities feel that they should not appropriate large sums for this purpose. They felt that something should be done, however, especially in the critical target cities, and most cities are setting up skeleton organizations using regular city department heads and employees with a minimum use of volunteer personnel.

In many cities it has been found better to have the city manager act as head of civil defense rather than set up a separate department. In general the policy is to set up a skeleton organization for use when emergency arises. It was definitely recommended that full and complete planning be done for CD, that first-aid training courses be set up and carried on, that inventories be made of all necessary items.

The final subject was the type and extent of coverage of fire alarm systems. The manager of San Jose, Calif., made a progress report on experiments his city is conducting with a radio-type fire alarm system. Satisfactory results have been achieved to date. If it is successful the radio-type system will be foolproof and cost about one-third as much as the Gamewell box-alarm system.

(Over)

Numerous cities reported dissatisfaction with their present fire alarm system. It was reported by several cities that 90 per cent or more of the total fire alarms are received by telephone, and less than 10 per cent by fire alarm system; also that 75 per cent of the false alarms are turned in on the fire alarm system.

County Managers. C. C. Massey, Henrico Co., Va., Chairman, and J. Harry Weatherly, Guilford Co., N.C., reporter. It was the consensus of the county managers that administration of public assistance programs should be kept as simple as possible and that the courts and the state must cooperate with the county for the best results. With requests for personnel and funds increasing, it was agreed that the county manager must devote sufficient time to welfare problems to enable him to properly analyze such requests.

Attention was next given to the office of county coroner. Consensus was that the medical examiner system that has been set up in several states will soon replace the county coroner system.

On the question of retirement of employees, opinion was divided as to whether retirement at a designated age should be compulsory for all employees.

In discussing the construction of public buildings with private capital under a long-term lease arrangement, it was agreed that such a plan is fraught with legal difficulties and in addition is unsound from an economic point of view.

Pay-as-you-go financing of capital projects was considered desirable but opinion was divided as to its feasibility. With respect to special tax districts in a county it was the consensus that best results are secured when responsibility and authority is concentrated in the hands of the county-wide governing body rather than being scattered among several district boards.

County managers were unanimous on the importance of a close and cooperative relationship between city and county and this is accentuated by the rapid growth of fringe areas. The primary aim is the consolidation of functions wherever practicable and possible.

In discussing the appointment of key personnel, one manager said his county board had appointed an important officer over the protest of the manager. All agreed that a manager could not perform effectively in such a situation, and that it would be wise for the manager to resign in preference to serving with a board that persisted in such a practice.

It was noted that the county manager cannot serve on a basis identical to that of the city manager, as counties have more elective offices and counties also are subdivisions of states and cannot operate as independently as cities. It was the consensus, however, that the county manager plan is steadily gaining favor as a sound business-like way to administer county government. While progress may be impeded somewhat by cumbersome laws, the future will certainly see an increasing number of counties operating under the county manager plan.

THE INTERNATIONAL CITY MANAGERS' ASSOCIATION
1313 EAST 60TH STREET • CHICAGO 37, ILLINOIS

HIGHLIGHTS FROM THE 38TH ICMA CONFERENCE
KANSAS CITY, MISSOURI, SEPTEMBER 28 TO OCTOBER 1, 1952

October 22, 1952

The ICMA Conference this year set a new all-time high record of attendance with nearly 100 more persons than the previous high set last year. There were 368 city managers at Kansas City and a total registration of 744, as compared with 323 managers and a total registration of 647 at the Poland Spring Conference last year.

The purpose of this folder of conference pictures and charts and the enclosed resume of the conference sessions is to bring to all ICMA members, whether or not they attended the meeting, some ideas and practices that were reported by managers and others who participated in the sessions. As in past years, some managers want to use the enclosed resume in preparing a report of the conference for their city council.

The general theme of the 38th Annual Conference was administrative leadership. The keynote address by Professor Arthur W. Bromage at the opening session on "The Art of Management" was followed by a panel discussion on "Administrative Program and Organizational Leadership." Another panel session on the last day of the conference was devoted to "Leadership--Getting Things Done." Another general session was devoted to trends in finance, personnel, and planning, and still another to a demonstration of the conference method of group training of administrative personnel.

A new feature of the ICMA Conference, which was attempted last year at Poland Spring on an experimental basis, was a series of special interest group sessions which were held on the evening of the first day. The population group sessions, which have been a regular feature of ICMA conferences for many years, were continued this year and the county managers had a session of their own.

The many entertainment features of the conference, including the Strolling Troubadours and Stuttering Sam at the "get-acquainted" meeting on Sunday evening, the tour of the city, and the reception preceding the banquet were provided by the Local Host Committee composed of Kansas and Missouri managers and their wives. The committee consisted of: L. P. Cookingham, Kansas City, Mo., chairman; V. A. Basgall, Junction City, Kans.; Alder Gunter, University City, Mo.; O. G. Holway, Hannibal, Mo.; M. P. Jones, Wichita, Kans.; Walter F. Johnson, Emporia, Kans.; H. E. McMillen, El Dorado, Kans.; Clyde E. Swank, Charleston, Mo.; and J. H. Wigglesworth, Lawrence, Kans. The wives of these managers constituted the Ladies' Entertainment Committee which, under the chairmanship of Mrs. Cookingham, arranged a radio station interview, luncheon, style show, ice carnival, and varied escorted tours for the 250 women in attendance.



ICMA OFFICERS AND BOARD MEMBERS

Following the election of new officers, both new and retiring board members assembled for this picture. Front row (left to right): Clarence E. Ridley, executive director; past presidents Leonard G. Howell, Des Moines, Iowa, and Robert W. Flack, Durham, N. C.; newly elected president - Clarence H. Elliott, Kalamazoo, Mich.; retiring president Bill N. Taylor, Wichita Falls, Tex.; and past presidents C. A. Harrell, San Antonio, Tex. and Don C. McMillan, Pasadena, Calif. Top row (left to right): newly elected vice-presidents Woodbury S. Brackett, Con-

cord, N. H.; Warren D. Toyne, Grand Junction, Colo.; A. D. Telfer, Beloit, Wis.; H. A. Thomason, Bryan, Tex.; and retiring vice-presidents J. W. Bliss, Minot, N. D.; G. O. Summers, formerly Longview, Tex.; Donald C. Wagner, formerly Yonkers, N. Y.; George E. Bean, Grand Rapids, Mich.; and Rene Laberge, Lachine, Que. Not shown in the picture is another newly elected vice-president, Carlton C. Massey, Fairfax County, Va., who was called home before the picture was taken, and Past President John H. Ames, Ames, Iowa, who recently underwent an operation and could not attend the meeting.



MANAGERS ATTENDING THEIR FIRST ICMA CONFERENCE

Of the 368 managers attending the Kansas City conference, 114 were attending their first conference and 82 of them are shown in the above picture which was taken immediately following a special meeting of the newcomers with the ICMA Executive Board on Sunday afternoon, preceding the opening of the conference. The 114 newcomers were: CALIFORNIA: Bryant, Chula Vista; Cooney, Merced; Froerer, Alameda; Gunn, Bakersfield; Hahn, Monterey; Heggland, San Diego County; Hunter, Sunnyvale; Klein, Santa Cruz; Mansfield, Monterey County; Minturn, Hanford; Mount, Corona; Phillips, Berkeley; Roberts, Yuba City; Wentz, Beverly Hills. COLORADO: Case, Greeley; Loman, Pueblo; Nixon, Trinidad. CONNECTICUT: Martin, Manchester. FLORIDA: Courtney, Panama City; Hopkins, Tallahassee (Act.); King, Key West. GEORGIA: George, Griffin; Lovvorn, Cedartown. IDAHO: Latimore, Twin Falls. ILLINOIS: Dawson, Galena; Finley, La Grange; Miller, Winnetka; Scott, Park Forest; Snuggs, Highland Park. KANSAS: Avery, Manhattan; Baxter, Larned; Bibb, Holton; Brungardt, Hayes; Dahlgren, Chanute; Hagar, Sterling; Hayes, Augusta; Horner, Belleville; La Duez, Russell; Lawler, Newton; Lucas, Stockton; McNutt, Colby; Peine, Abilene; Pittser, Liberal; Sraek, Salina; Webster, Concordia. KENTUCKY: Schaefer, Covington. MASSACHUSETTS: Harp, North Adams. MICHIGAN: Fry, Midland; Hustvedt, Marine City; Lakin, Norway; McNaughton, Alma; Meholic, Wakefield; Omsa, Buchanan;

Rush, Vassar; Schone, Oak Park; Speer, Sault Ste. Marie; Tennant, Farmington. MINNESOTA: Olson, North St. Paul; Taylor, Hopkins. MISSOURI: Barbarick, Lebanon; Hill, Columbia; Love, Slater; Neville, Nevada; O'Rourke, DeSoto; Sarris, Cameron; Woods, Neosho. MONTANA: Henderson, Bozeman. NEW MEXICO: Edmondson, Clayton; Fleming, Tucumcari. NEW YORK: Curran, Yonkers; Johnson, Poughkeepsie. NORTH CAROLINA: Dickerson, Laurinburg; Timberlake, Roxboro; Zimmerman, Lexington. OHIO: Finch, Toledo; Hehir, Cuyahoga County; Lukens, Fairborn; Martin, Cleveland Heights; Redley, Carey. OKLAHOMA: Adair, Tonkawa; Davidson, Fairview; Fulkerson, Cherokee; Hamman, Ada; Johnson, Nowata; Marshall, Edmond; Milliken, Duncan; Quinlan, Midwest City; Stokley, Stigler; Tippet, McAlester; Whitechurch, Guthrie; Winsted, Ponca City. OREGON: Botch, Pendleton; Koester, Baker. PENNSYLVANIA: Kyper, Ellwood City. SOUTH DAKOTA: Elliott, Hot Springs; Fuller, Madison. TENNESSEE: Dolan, Johnston City; Feitzsch, Oak Ridge. TEXAS: Bingham, Dalhart; Green, San Angelo; Riddle, Paris; Stark, Garland; Stewart, Tyler. VIRGINIA: Morrison, Lynchburg; Nicol, Clifton Forge; Noland, Franklin; Weiford, South Boston. WASHINGTON: Bien, Puyallup; Rector, Kennewick. WEST VIRGINIA: Kell, Bluefield. WISCONSIN: Dever, Two Rivers; Richardson, Ashland. CANADA: Bourassa, La Tuque; DeBard, Halifax.

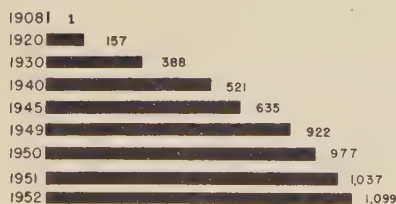


Participants in the opening session of the 38th Annual Conference of ICMA shown in the above photo are (left to right): Bill N. Taylor, Wichita Falls, Tex.; who delivered the presidential address; William E. Kemp, Mayor of Kansas City, Mo., who made the address of welcome; L. P. Cookingham, Kansas City, Mo., who presided at the session; Arthur W. Bromage, Professor of Political Science and City Councilman, Ann Arbor, Mich., who delivered the keynote address on "The Art of Management"; and Dr. G. Charles Gray, pastor of Westminster Congregational Church, Kansas City, who gave the invocation.

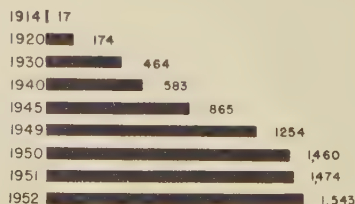


Two general sessions of the conference were devoted to panel discussions. On the first day of the conference, following the presidential and keynote addresses, the first two-hour panel session was devoted to "Administrative Program and Organizational Leadership." Members of the panel were (above photo, left to right): Mark E. Keane, Shorewood, Wis.; reporter for the session; H. G. Pope, Executive Director, Public Administration Service, Chicago; O. W. Campbell, San Diego, Calif.; C. A. Harrell, San Antonio, Tex.; chairman; Irving G. McNayr, Montgomery County, Md., and Ray W. Wilson, Phoenix, Ariz.

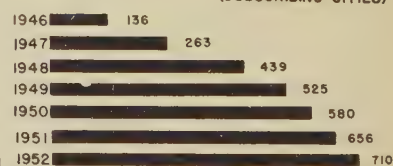
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International City Managers' Association
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RESUME OF 38th ANNUAL CONFERENCE SESSIONS
Kansas City, Missouri, September 28 to October 1, 1952

Setting a new record for attendance, most of the 368 city, county, and town managers who attended the conference arrived on Sunday in time to attend the get-acquainted session that evening when L. P. Cookingham, City Manager, Kansas City, Mo., and chairman of the Local Host Committee introduced the Kansas and Missouri managers and their wives who composed the committee, members of the city council of Kansas City and their wives, and distinguished guests. The 600 people at the buffet supper were entertained by Stuttering Sam, who represented himself as the new manager from a small town and who had simple solutions to all the problems of city managers. Other entertainment included the Strolling Troubadours, a quartette composed of city managers, and singing of state songs.

The formal opening of the conference came on Monday morning when Mr. Cookingham introduced Mayor William E. Kemp of Kansas City who gave the address of welcome. This was followed by the presidential address by Bill N. Taylor, Wichita Falls, Tex., who stressed the part city managers play in raising the prestige value of public administration. He said that "As individuals and as a group the managers have built up a profession that is held in high esteem." Excerpts from Mr. Taylor's address will appear in the November issue of Public Management.

The third speaker at the opening session was Professor Arthur W. Bromage of the University of Michigan who gave the keynote address on "The Art of Management." He enumerated and discussed some of the techniques of management. Immediately following the keynote address, a panel of city managers discussed administrative programs and organizational leadership. These talks and the address by Mr. Bromage will appear in the November Public Management.

Nine population group sessions were held on the afternoon of the first day, and at the same time the county managers had a session of their own. That evening was devoted to 10 special interest group sessions running concurrently on such subjects as relations with the council, public relations, and relations with employee unions. The second day started out with short talks by specialists on trends in finance, personnel, and planning, followed by three concurrent discussion groups on problems in these fields.

On the third day was the annual business meeting of ICMA at which the executive director made his annual report and new officers were elected. This was followed by a panel discussion on "Leadership--Getting Things Done." The short talks given at this panel session will be published in an early issue of Public Management. Members of the panel talked on subjects related to on-the-job training of supervisory personnel. This was followed by a demonstration of the conference method of group training of administrative personnel, with an experienced discussion leader, Dr. Hugo Wall of the University of Wichita as moderator.

(Over)

At the annual banquet on the last day of the conference the speakers were H. Roe Bartle, Kansas City civic leader, and Louis Brownlow, former president of ICMA (1922) and an honorary member. The attendance cup was awarded to California, seven managers received 25-year service certificates, and new officers were installed.

At the symposium session, held on the last afternoon of the conference, the discussions at 25 conference sessions were summarized by city managers who acted as reporters. The brief summary statements below are based on the talks made by the reporters at this symposium session.

Administrative Program and Organizational Leadership

C. A. Harrell, San Antonio, Tex., chairman, and Mark E. Keane, Shorewood, Wis., reporter. Panel Members: O. W. Campbell, San Diego, Calif.; Irving G. McNayr, Montgomery County, Md.; H. G. Pope, Executive Director, Public Administration Service, Chicago; and Ray W. Wilson, Phoenix, Ariz. The object of this panel was to outline the manager's responsibilities in accomplishing the administrative goals of the city government.

The manager's essential function is to "get the job done", but solid accomplishment and steady administrative progress involves a continuing process. This can be subdivided into four major categories: (1) setting the goal; (2) winning cooperation through leadership; (3) making the available machinery do the assigned job; and (4) evaluating the fundamental as well as the superficial results.

One speaker estimated that managers devote 22 minutes per day to the first and last parts of this process, which involves basic thinking. All speakers insisted that managers must free themselves from operations and devote more time to this intangible, most difficult, but most rewarding task.

The first step is for the manager to ascertain where he is. He must define the existing municipal service level by kind and quality; make an inventory of the physical and economic resources of the community; and finally, understand the attitudes and character of the public and of himself. The panel felt that specific programs must be based on this foundation.

Secondly, the program must be understood, accepted, and participated in by the council, the public, and the officials who carry it out. Department heads usually will cooperate if they know that the council and the public have already been sold. But they will perform to their utmost only if they can operate within a sound organizational pattern, and most important, if they have been led to feel that the job is theirs to do, that they have participated in its planning, and that they have a stake in the results.

The importance of council-manager teamwork was emphasized. It was suggested that the manager provide the means and make the occasion for informal exchange of ideas with his council as a whole. Bringing department heads to council meetings for informal report and review of activities was suggested as a good device, together with council inspection tours--particularly in connection with capital improvement programming.

No opportunity should be overlooked for getting the story to the public, and members of the council should be encouraged to speak to civic groups. The best program will fail unless it is thoroughly sold to the public and the council.

Third, once the plan is approved, its implementation can easily be stymied because some major or minor part of the process was overlooked. Only by careful

attention to the details and by precise timing can action take over from broad planning and promotion.

All managers are familiar through personal experience with these overlooked or underestimated gimmicks that obstruct or mire-down a project. It was suggested that a checklist be used to insure that the legal, financial, personnel, and other aspects of a given program are not overlooked.

Finally, since the manager personifies management, self-appraisal by the manager is one of the best means of judging results. An inquiring frame of mind operating continuously and not just at budget time or in times of crisis is essential. Day-to-day problems must, of course, be corrected; but an evaluation of fundamental causes and trends is even more important.

Leadership--Getting Things Done

Russell E. McClure, Dayton, Ohio, chairman, and Richard H. Custer, Kenosha, Wisconsin, reporter. Panel members: Elder Gunter, University City, Mo., Bert W. Johnson, Boulder, Colo.; Steve Matthews, Lubbock, Tex.; and C. A. Miller, Saginaw, Mich. The first part of the session was devoted to on-the-job training of supervisory personnel and the second part to a demonstration of the conference method of training at the administrative level.

There are at least three reasons, according to the chairman, why a program of on-the-job training for supervisory personnel is desirable: first, it enables supervisors to do more and better work in their supervisory capacities, where good performance is essential; second, a well-conceived supervisory training program promotes effective teamwork in the organization by providing supervisors an opportunity to solve management problems together and to develop uniformity in supervisory techniques; third, an on-the-job training program for supervisors helps the manager to improve his own competence as an administrator, and a good administrator is usually a good teacher.

An on-the-job training program for supervisors, the panel felt, should start with the taking of an inventory of training needs. This starts with an analysis of job performance, a study of turnover rates, data on employee complaints, and an evaluation of interdepartmental misunderstandings. From such preliminary stock-taking it is possible to determine what types and fields of training are desirable for the supervisors involved. In this connection, the training appraisal form of the ICMA has proved an invaluable aid.

The next step is to determine the method of training, according to one panel member who pointed out that the conference method is highly effective if used on a planned basis and employed only for supervisors directly involved. Day-to-day contacts between manager and supervisor, again on a planned basis, are equally useful in stimulating the supervisor's thinking, defining his authority, and improving his understanding of municipal goals and programs. A training technique used successfully in at least one city is to take still and motion pictures of regular municipal operations and which can be analyzed at a group session as a basis for getting better performance on the job.

Administration of the training program should be definitely fixed, whether the manager assumes the job himself or delegates it to others. One panel member has found that training programs are most successful when they are held at city expense and on city time, when conference discussions are led by persons from outside

the organization, such as college or high school faculty members, and when physical surroundings are conducive to a relaxed exchange of views. Attendance at training sessions for supervisors should not be compulsory, but some recognition should be given those who complete a particular course of training.

The panel felt that a relatively small expenditure--say one per cent of the payroll--would return high dividends when invested in on-the-job training. They also felt the manager should participate in, but should not dominate, training sessions for department heads.

In appraising the results of a training program the opinions of employees as to whether their superiors have become better supervisors is important. The supervisors themselves should also be asked their opinion of the training program. The manager also should be able to ascertain whether there is a greater awareness of management problems among all personnel, whether departmental reports are improved, and whether budget requests reflect a better understanding of needs in other departments. Training should result in better interdepartmental cooperation, better public relations, and in better operating performance.

The last part of the session was devoted to a demonstration of the conference method of group training led by Dr. Hugo Wall of the University of Wichita. Eight managers were called out of the audience to participate in a group discussion of a case problem on "Employee Hostility to a New Manager." The chairman read a brief statement of relevant facts, followed by a statement of the problem and five possible solutions. The rapid-fire and spontaneous but controlled discussion of this case problem attracted much interest.

Current Trends in Finance, Personnel, and Planning

All of the managers met in general session with J. R. French, Verdun, Que., as chairman to hear short addresses on current trends in Municipal Finance by Rollin F. Agard, Director of Finance, Kansas City, Mo.; in Personnel Practices, by Kenneth O. Warner, Director, Civil Service Assembly, Chicago; and in Planning, by Walter H. Blucher, Director, American Society of Planning Officials, Chicago. These addresses will be published in the December issue of Public Management. The group then disbanded to meet in three concurrent sessions in order to discuss in more detail various aspects of the problems and trends in these fields. The discussion at these three sessions are summarized below:

Finance Problems. M. Deane Seeger, Whittier, Calif., chairman; Rollin F. Agard, consultant; and Gerald W. Shaw, Greenville, S. C., reporter. The group selected six topics for discussion: extent to which managers should support bond issues, work programs used in budgeting, buying municipal insurance, in-lieu tax payments on temporary war housing, selling the public on a property revaluation program, and keeping long-range plans and capital financing up to date.

On supporting bond issue proposals, it was agreed that the active support should come from a citizens' committee and that the manager remain in the background as advisor and to supply technical information. It was recognized that sometimes the manager had to assume leadership, which might be proper if the council approved.

On the subject of work programs in budgeting, Richmond, Va., reported good results but emphasized that after three years they "are just getting started." A word of caution was that work programs will not supply valid comparisons as between cities because of the many variables. An interesting side comment was that machine accounting can be inefficient and expensive unless systems are properly installed;

that management sometimes fails to use accounting information and data to best advantage; that cities still have a long way to go in perfecting budgeting techniques; and that cost accounting "can go too far."

Insurance coverage varied by sections, with West Coast cities plagued by public liability for governmental functions far more than cities in other areas. One city reported satisfactory experience with insurance placed on a bid basis. Cities need to "police" insurance programs and coverage on a continuing basis. Five cities were self-insured, but some of these admitted carrying the risks with inadequate reserves. Blanket policies were reported favorably by one city, which also emphasized driver-training and safety programs to reduce accidents involving city equipment and thereby receiving a better liability rate on fleet coverage.

It was agreed that in-lieu tax payments on temporary war housing are inadequate to reimburse cities for costs of municipal services furnished such projects; federal legislation apparently is the only remedy.

Selling citizens on property revaluation was admittedly essential to the success of such projects. In one city a citizens' committee did a revaluation job acceptable to the public. Another city got a satisfactory job done by the assessor "in whom the public had confidence." Revaluation should be done periodically, because assessments do get "out of gear". Cities still must rely heavily on the property tax and it remains the largest single revenue source in most cities.

Keeping long-range plans and capital financing up-to-date by annual or periodic review is a must under present-day inflationary conditions, and to protect against any future business recession. One manager felt that a five-year improvement program was "unrealistic", but found a long list of requested projects helpful in selling the public on an improvement program in keeping with the city's ability to pay. Several cities reported capital improvement programming as definite projects, either completed or being developed.

Personnel Practices. Warren C. Hyde, Janesville, Wis., chairman; Kenneth O. Warner, consultant; and F. R. Coop, Inglewood, Calif., reporter. The first topic was the integration of fire and police work so that the same men would be trained in both fields. It was felt that this would reduce costs and secure better coverage and that it could be used to best advantage in small cities and new communities just developing. Employee resistance, personalities, and pressure groups are the chief obstacles.

With regard to hours of work of police and firemen, a poll of the 150 men present showed that ten cities had reduced hours during the year. In the fire service, 5 cities represented in the group reported a 48-hour work week or less; 7 cities 60 hours or less; 9 cities 70 or less; and 30 have over 70 hours per week. In police departments 13 cities work 40 hours per week, 40 work between 40 and 48 hours per week, and 8 over 48 hours per week.

Most cities do not have a salary differential between fire and police pay. Less than 5 per cent of the cities represented in the group pay one service more than the other and the amount is usually \$5 to \$15 more per month for police.

Next came the subject of discipline--what methods to use and how to get rid of incompetent personnel in key positions. The consultant pointed out that there is a difference between formal and informal discipline and suggested that well-organized and well-managed cities seldom had need for formal discipline. Discipline is not

to punish but to improve the behavior of an individual and, when necessary, should be administered promptly with consistency and with as little penalty on the family as possible.

Discipline ranges from an oral reprimand through written reprimand, reassignment of duties, demerits, suspension, and demotion, to the ultimate which is dismissal. There seemed to be general agreement that probably the manner of administration of discipline rather than its form is the more important.

Managers agreed that key personnel (or any for that matter) could not and should not be dismissed unless desired standards of performance were known, unless specific deficiencies of offending employees were known, and unless the manager had offered to help the erring person. A manager of a medium-size city suggested that personal health had a great deal to do with employee service and performance and another commented that home conditions also were a contributing factor.

The subject of the open and closed back door in civil service drew the statement from the consultant that statistics show that civil service commissions usually uphold the dismissing officer in closed back door cases. The audience appeared somewhat dubious.

Ways to improve department head effectiveness next occupied the group's attention and a manager from the West explained his breakfast meeting technique. It was suggested that staff meetings could be handled nicely through group discussion sessions of the "Techniques" course. A few managers invite councilmen to attend department head staff meetings. The manager of a large city urged that managers as leaders should raise the sights of their department heads, take an interest in their development, and take pride in their progress.

Finally, the group discussed the salary question. Five cities tie pay increases directly to the consumers' price index, 20 use the cost-of-living figures informally, and several questioned too close association with the cost of living, pointing out logically that the revenue structure must be considered at the same time.

Planning Problems. J. A. Willman, Columbus, Ga., chairman; Walter H. Blucher, consultant; and David D. Rowlands, Eau Claire, Wis., reporter. The manager should sell the council and community on the need for creating a planning agency and preparing a master plan. A good technique is to point up problems that are plaguing the city and show how these might be solved through a constructive planning program.

A city council's concern over the powers that might be assumed by a planning commission can be allayed by demonstrating that a planning commission is merely an advisory body and that in the final analysis the "purse strings" are controlled by the legislative body. When a planning agency has been set up, citizen participation in the formulation of the plan should be encouraged.

The role of the manager in a planning program is significant. Most of the managers were of the opinion that the planning engineer or planning aide should serve as a staff assistant to the manager rather than be directly responsible to the planning commission. This arrangement enables the manager readily to adjust planning procedures to management processes, particularly from the standpoint of timing and fiscal policy. It was felt that an independently appointed planning engineer might be overly zealous and propose projects that are incompatible with the city's ability to pay.

Conversely, the manager must exercise good judgment in seeing that the planning engineer or aide is not loaded down with too many of the manager's ideas so that little time is available properly to develop the ideas suggested by the planning commission. Some cities retain part-time consultants who guide and direct the activities of the full-time planner. Also, some states, such as Tennessee and Alabama, provide planning consulting services to local communities.

Should cities have separate traffic and planning commissions? It was decided that the responsibility of the planning commission is to develop the framework for an over-all city plan. Traffic plans should therefore tie in with the master plan. In brief, since traffic engineering is now an accepted municipal function, it was believed that only a planning commission is necessary.

Coordination of physical planning with financial planning cannot be over-emphasized. An annual re-appraisal should indicate where the city wants to go and how it wants to pay for the program. Again, the importance of letting citizens determine community goals was stressed. An analysis of the economic potentialities of a community, together with whether the taxpayers want economic improvements (sewers, streets, etc.) or social improvements (parks, playgrounds) may well determine the scope of the city's program.

Annexation might be the easiest but not necessarily the best way to solve the fringe-area problem. Since most residential areas do not pay their way, it is important that the city appraise the assets and liabilities of the areas that it contemplates annexing. Cooperation with county planning boards or other governmental agencies might achieve more control over these fringe areas than annexation alone. Control of zoning and platting for a distance of three to five miles outside the city limits should be considered.

Special Interest Group Sessions

A new feature which proved highly successful was a series of 10 concurrent special interest group sessions on the evening of the first day of the conference. Each session was headed by a panel of four city managers, one of whom acted as chairman and one as reporter. The small number of managers in each session, ranging from 15 to 50 provided every manager an opportunity to participate. Only the highlights of each session are presented here.

1. Public Relations. Jerry Keithley, Palo Alto, Calif., chairman; E. Royden Colter, Sarnia, Ont., reporter; and H. L. Burdette, Hickory, N. C., and James T. Welsh, Teaneck, N. J., panel members. It was generally agreed that crank letters to the editor of a newspaper should be ignored, as an answer, in most instances, would result in a controversy. One city manager, during his regular press meetings, corrected misunderstandings, only for the editor's information.

The group discussed the desirability of having all employees take part in a public relations program. One manager had a unique plan whereby the city supplies all outside employees with uniforms in order to let the public see its city at work. Employees of the garbage collection department and police department in particular should be trained to have proper relations with the public.

Employees should be carefully coached in what they say to the public. Subordinate employees in some cities are reprimanded severely for creating poor relations. One manager said that he suspended employees in some cases where justifiable complaints were received about the actions of certain employees. One city gives four

prizes of \$25 each annually to the most courteous employees. The manager's secretary maintains a record of reports upon which the decision is based.

Time should be devoted by the manager to press releases and good relations with the editor. Factual information should be supplied the press. The manager of one city is using a weekly column "City Hall News Briefs", which is edited by the manager. Short, concise news items covering administrative matters are prepared and published with good results.

One manager issues annual reports to all householders covering every project planned for the future. If a recognized group objects to a particular project it is sometimes delayed. Several cities over 30,000 population have full-time or part-time public relations officers who relieve the manager of detail. One city reported success with a part-time employee at \$100 per month.

The public should be encouraged to attend council meetings. A well-lighted, well-ventilated council chamber, with good acoustics, would, it was believed, attract more citizens to the meetings. Several cities prepare enough copies of the agenda and letters to the council from the manager, so that everyone attending has a copy. Plans are often blueprinted and distributed to show proposed changes in zoning ordinances.

One city in California is preparing to use slides and a projector at council meetings so that the council members and public will have a clearer understanding of the problem under discussion. A few cities request civic associations to send representatives to council meetings. Opinions varied on benefits derived from broadcasting council meetings. The group was of the opinion that the manager's job is to sell service. Without a proper, well-planned public relations program, a good job might fail.

2. Relations with the Council. Ross Taylor, Oklahoma City, Okla., chairman; Kenneth Thompson, Sarasota, Fla., reporter; and John A. Bailey, Edgeworth, Pa., and R. W. Laing, Alliance, Neb., panel members. The many questions that come up in this field were not fully answered but only well-chewed around the edges. It was the consensus of the group that the goal should be the development of teamwork between manager and council and the elimination of the individual "stars".

A few cities reported that "overly conscientious" councilmen who interfere in administrative matters cause some concern. The group had no cure to suggest but believed that such a councilman might be induced to do a lot of city work with the hope he might get discouraged, that his "nosiness" might be called to the attention of the other councilmen, and that the manager ignore his departures from proper action and go about doing his own work.

When the council circumvents the manager it was felt that the manager must be patient, that he should discuss such matters frankly with the full council, that time might bring relief, and that the manager will be able to recognize the line of no further retreat when it appears. This will be when his measurement devices tell him that he can no longer do a good job.

In discussing citizen committees (not advisory boards) the group believed that they are generally good but may be dangerous if the manager permits his relationship with them to depart from a strictly nonpolitical nature. On another topic, informal council sessions, the managers felt such sessions are necessary in the larger cities but not in small cities because small city meetings generally are informal anyway and are not well attended by the public. The press should be permitted to attend

the informal sessions. In closing, Chairman Taylor said, "every manager can expect to have rough going from one or more councilmen some time or other during his career and should train himself to meet it."

3. Selling Good Government. Clarence H. Elliott, Kalamazoo, Mich., chairman; Byron J. Rockwood, Grand Forks, N. D., reporter; and Robert H. McGregor, Dormont, Pa., and D. W. Moulton, Kingsport, Tenn., panel members. Good government was defined as the carrying out of the will of the people, with democratic control and public participation, by performing services as economically and efficiently as possible. Such government must be adequate but must be within the means of the people.

The city manager helps sell good government by keeping citizens informed on what the city is doing. This can be done through newspaper stories and articles, annual reports, talks, leaflets on various subjects, the radio and TV. Which type and how much it is used depends on the community makeup. The manager should be careful, however, that his publicity does not take on the tone of propaganda.

If the city manager administers council policy in a manner which reflects credit on the entire government, good government will sell itself. All employees must be aware of their responsibilities; they should be kept informed on the various things that are happening. In-service training also will help to improve employee relations with the public.

On matters of a controversial nature the manager should present only the facts to the people. After all, it is the action of the council, the elected representatives of the people, which is being considered by the people. Matters which are to be voted on by the people should be presented to the public by the city manager only after the governing body approves his presenting the facts.

Current practices and accomplishments are not the only things to be sold. Future plans such as capital improvement programs must be presented. Under certain conditions, it is better for the mayor or a councilman to take over the burden with the facts being supplied to that individual.

4. Financing Water and Sewer Extensions. Sherwood Reeder, Richmond, Va., chairman; Harold J. Martin, Ontario, Calif., reporter; and Woodbury S. Brackett, Concord, N. H.; and Roy J. Miles, Muskegon Heights, Mich., panel members. The method of financing extensions varies from state to state, depending on state laws and local ordinances. Michigan and Kansas, for example, can issue sewer revenue bonds without vote of the people, while in California some cities are required to have a two-thirds majority vote of the people.

The most widely used method of financing water and sewer extensions in the older districts of cities is by special assessment, while utility extensions to new streets and subdivisions generally are financed by requiring the subdivider to pay all or nearly all of the costs. In a growing community current tax revenues are nearly always inadequate for financing utility extensions.

In the older sections of some cities water main extensions are financed by the city at-large. One community found it desirable to issue revenue bonds up to the amount that could be retired by sewer service charges and to issue general obligation bonds to finance the balance of the improvements. With regard to assessment districts, some cities require cash payment of 50 per cent of the total bonds to be issued to insure that there will be no default on the bonds.

Several California cities reported the use of sewer revolving funds. Charges made for sewer connections are placed into this fund, and the monies are used to finance the construction of lateral sewers where not all of the owners can pay cash. A small percentage of the people who cannot pay are not required to pay until such time as they connect to the sewer. The cost of such a connection to a sewer depends on the contract price, usually about \$3 per front foot.

The group felt that of equal importance to financing was the making of long-range plans so that small pipe extensions would not be made in subdivisions where larger mains might be needed in the future.

5. Regulating Subdivisions. W. K. Willman, Pontiac, Mich., chairman; Herbert D. Fritz, Lexington, Ky., reporter; and M. P. Jones, Wichita, Kans., and J. B. Mobley, Jr., Vero Beach, Fla., panel members. The consensus of the group was that the present high level of building in urban areas requires strong subdivision controls inside and outside the city. The specific control of subdivision development varies from administrative regulations by the city manager or city engineer in some of the smaller cities to very carefully drawn legal procedures enforced by zoning and planning commissions, building inspection departments, and city engineering offices.

An increasing number of cities require the subdivision developer to provide basic improvements, including streets, storm drains, sidewalks, sanitary sewers, and, in some instances, water mains, street trees and street name signs before a building permit can be issued. This points up the need for co-ordination between planning and enforcement.

In a large number of cities the subdivider is required to put up a cash deposit or certified check for the cost of the improvements before the plat is approved. In other instances a surety bond to guarantee construction is required by the city for the total cost of the improvement. Where the subdivider constructs streets, sanitary sewers, sidewalks, and the like, very often a maintenance bond for a period of five years is required. Whatever the method used the group of 35 managers in this session strongly favored requiring the developer to pay all or most of the cost of improvements.

The manager of one city reported that his city accepted the theory that it owes everyone basic sanitary sewer facilities and actually reimburses the developer for such costs. In another city basic front-foot costs for certain utilities have been established and the difference between the basic rate and the actual current cost is paid from the general fund of the city. This policy applies, however, only to the older sections of the city that are presently being redeveloped.

With respect to providing park and playground space in new subdivisions, several cities reported that they required one or two acres to be set aside for each 40 acres developed. A California city required the payment of \$25 per lot to be ear-marked for the acquisition of land for parks and playgrounds.

6. When to Call in Consultants. Julian H. Orr, Bangor, Me., chairman; Willard B. Moran, Shawnee, Okla., reporter; and Garland P. Franks, Waco, Tex., and Harold C. McClintock, Holland, Mich., panel members.

The consensus of the group was that cities should first make use of the services available from federal and state government agencies, state municipal leagues, and professional organizations, including ICMA, before employing outside professional service. With such help the regular city staff can often solve local problems.

The decision on when to employ a specialist rests on the manager because he better than anyone else knows the capabilities of his staff. It was admitted, however, that occasionally for psychological reasons alone it is often beneficial to employ outside assistance. It was pointed out by one manager that his city had two bond elections that failed, but when outside consultants were employed and the people were fully informed on the proposed project it carried on the third try.

Specialists should be checked thoroughly before hiring. It was agreed that selecting a consultant on low-bid basis is poor business. It is well to submit the city's needs to several reputable firms and have them offer proposals to the city for acceptance. When the consultant has been employed local staff members should work with him and report daily to the manager various findings and plans as they are made. Local assistance is very acceptable by firms doing the work.

The old question always asked by the council--can we afford to hire outside assistance?--has to be answered on each proposal. Expert advice, when such knowledge is not available in the city's own staff, is cheap at any price. One manager cited an example of a small nonmanager town, without a good engineering staff, which decided to enlarge its sewage treatment plant and voted \$50,000 in bonds for the work. An engineer was then employed to prepare plans and specifications, but his report showed that with minor changes the present plant was adequate to take care of an increase of 33 per cent in population. Thus by employing capable help the city saved some \$45,000.

It was the consensus of the group that a city should use its own staff as far as possible, but the manager should never hesitate to recommend to his council the employing of outside assistance when such help is needed. Cities that can do so should employ the best-trained men available in all fields and thus possibly avoid or at least reduce the number of times an outside consultant would be called in.

7. Landfill Refuse Disposal. Leonard G. Howell, Des Moines, Iowa, chairman; William A. Wolff, Wilmette, Ill., reporter; and John M. Biery, Colorado Springs, Colo., and Thomas E. Chenoweth, Hutchinson, Kans., panel members. The number of communities in metropolitan areas where disposal of garbage is by incineration is steadily increasing, but many cities are using sanitary landfill for disposal of garbage and incombustible rubbish. The trend toward county zoning outside of corporate limits, however, tends to restrict sites for sanitary landfill operations since most zoning ordinances do not distinguish between open dumping and sanitary landfill.

It was the consensus that a vigorous public educational program to overcome the natural objections of nearby property owners must precede the adoption of the landfill operation. Waste land, usually low and poorly drained, which is reclaimed by this method of fill can be developed into park and recreational areas. Successful landfill operations can be carried on in any type of soil except in blue clay or gumbo.

Control of blowing papers during the operation is usually by means of snow fencing or chicken wiring surrounding the site. Emphasis was placed on continual "good housekeeping" to avoid complaints. Most communities own the land and equipment and operate the fill in order to maintain close control. Equipment consists of tractor-type bullclams and draglines.

Here is a typical example of one operation which has been conducted within the corporate limits of a residential community of 12,000 population since 1946:

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Site--70 acres. Ground elevation raised 6 feet in two lifts. Combined garbage and rubbish disposal of 8,700 tons per year. Trenches 10 feet wide, 5 feet deep, cover of 12 inches. Equipment includes one Cletrac bullclam and one 1/2-yard dragline with one operator for both pieces of equipment. Fill at the rate of nine-tenths of one acre per year. Compaction ratio is 5:1. Settlement is approximately 4 inches in the first year and thereafter is negligible. To avoid frost difficulties, the top soil from the area estimated to be required during the winter season is removed in the fall. Leaves removed from streets and parks are then spread on this area to a depth of 12 inches. The unit cost per ton is \$0.83 for collection and disposal, not including depreciation on equipment or land.

8. Bedroom City Problems. James F. Shurtleff, Medford, Mass., chairman, De Soto B. McCabe, Park Ridge, Ill., reporter; and Cornelius Bodine, Paducah, Ky., and Warren W. Parks, Indian Hill, Ohio, panel members. It was agreed that the use of land should be controlled to achieve a balance between commercial use and residential use, while at the same time protecting property values in a predominately residential-type city. Most of these cities appeared to be "dead-set" against industrial development within or near their borders.

It is apparently difficult to awaken citizen interest and keep it awake in cities where only weekly newspapers are published and no local radio stations are in use. One approach offered was to foster the formation of neighborhood associations which would meet at regular intervals to discuss neighborhood as well as city-wide problems with city officials.

The question of keeping revenues equal to costs evoked a rather heated debate over the merits of allowing and even encouraging industrial development as a means of spreading the tax base. No sensible conclusion was reached, due largely to the over-shadowing fear that industry would bring with it undesirable and low-income groups, which would outweigh any tax advantage to be had from the industrial plant itself.

Only one manager present advocated annexation to the "mother city" as a solution to financial burdens. It was felt by all the others present that he must lead a charmed life to speak so lightly of abolishing his own political subdivision. Civic pride is too high in most bedroom cities for a proposed merger to have any chance of success. As an alternative, however, many bedroom cities are trying to combine their sewer, water, and garbage disposal plants; and are looking toward combination of their fire, police, and school services with those of their neighboring bedroom cities.

9. Relations with Employee Unions. Carleton F. Sharpe, Hartford, Conn., chairman; E. J. Allison, Ogden, Utah, reporter; and Harold R. Cheek, Niagara Falls, N. Y., and Ross E. Windom, St. Petersburg, Fla., panel members. It was recognized at the outset that city employee unions have been organized in many cities and that chief municipal administrators must discover how best to work with them and to utilize them to the best advantage of the general public.

Some states, it was pointed out, prohibit unionization of public employees or prohibit collective bargaining in the public service, while other states permit such unions but rule out strikes, work stoppages, or slow-down actions, and still other states have no laws on the subject at all. One manager said that laws in his state authorized unions but prescribed a heavy penalty for a strike or work stoppage--that if any employee goes on such strike or stoppage he is no longer an employee and if he is re-employed he cannot have a wage increase for three years and has no tenure of office for three years. But in spite of this law, a strike actually was called and 600 employees out of 1,200 went out on strike.

The discussion in the group revealed that most city employees going out on strikes are members of unions with a "no strike" policy and that in most instances the strikes were promoted by nonresidents of the city, usually by labor organizers who had left the city when the strike actually developed. Such strikes and work stoppages, it was pointed out, were not promoted by the members of the local union or residents of the community.

Some managers in the group felt that if the right procedures had been followed before the situation became critical some of the work stoppages could have been avoided. Managers who related their experiences in negotiations before work stoppage and arbitration after stoppage, pointed out that in all instances everyone lost including the employees, the public, and the city.

One of the most important points brought out in the discussion was the fact that methods used by employee unions are well standardized and follow a definite pattern because labor leaders are well trained for their work. The actions of the various managers, on the other hand, followed a pattern of trial and error which revealed that city managers are not as well trained in meeting this problem as are those who instigate strikes or work stoppages. It was felt that the manager is in a precarious position because he must enforce the laws, ordinances, and policies of the state or city.

It was the general consensus of the group that the best policy for the city manager and for any city to pursue is to be certain that his city has a modern and well-planned personnel program including a well-administered job classification and salary plans together with reasonable and just fringe benefits. It was urged further that the managers need to have a well-developed policy and plan of procedure in dealing with employee groups and that managers should be well versed in procedures of handling labor problems.

10. College Town Problems. Oren L. King, Eugene, Ore., chairman; John R. Hamman, Ada, Okla., reporter; and John M. Patriarche, East Lansing, Mich., and J. H. Wigglesworth, Lawrence, Kans., panel members. Properties owned by colleges in more than a dozen cities represented ranged upward to 25 per cent of the total taxable property in the city. In most instances the state government has not accepted any responsibility for making tax or in-lieu payments to the city for municipal services.

At one extreme was one city in which the college participated in the initial construction of a sewerage system to the extent 30 per cent of the cost, furnished the site by a 99-year lease agreement, and on two later occasions paid 50 per cent of the cost of capital additions to the plant. Other cities reported token payments by colleges, or payment in full for sewer lines located on the campus, or payment of regular sewer service charges, down to no participation at all, either in construction or operation.

With respect to water supply, it was found that most colleges get their water from the city under an agreement or contract, often at a rate lower than the regular rates and in some instances below actual cost of operation. In one city the university owns the water distribution system, and in another city the university had its own water system with a cross connection with the city system. It was the consensus of the group that cities should attempt to get some payment from the college or university for municipal services and that it should be handled on a contract basis worked out by negotiation.

Providing fire and police protection in college and university areas also was considered a heavy burden on the city. At one extreme the university has built a

police substation, provided necessary police equipment including radio communication, and pays part of the salaries of police officers, while in another city the municipal police are not permitted on the campus. In most cities, however, the city enforces parking regulations on the campus except in a few cities where the university has its own traffic police force. In some cases any misconduct by students both on and off the campus is handled by a student council committee, set up for that purpose. It was agreed that contracts or agreements for fire and police services on the campus are the best solution after acceptance of responsibility by the state.

With respect to the enforcement of city ordinances, most schools apply their own rules to the student body and in most cities the university or college contends that city licenses and permit fees are not applicable to university operations such as seat tax, vending machine tax, and recreation or amusement tax. Some cities reported difficulty in enforcing zoning regulations with regard to dormitory and residence halls.

A different situation exists with regard to streets and street maintenance with many managers reporting that colleges or universities in their cities construct or maintain their own street systems, although in some instances the college pays for the pavement and the city provides the maintenance. The fact that some streets had not been dedicated created a real problem in some cities, and it was suggested that this could be solved by proper city council action dedicating such streets.

In conclusion it was noted by some managers that the practice of the 1950 federal census of including students as part of the population enabled cities to get a larger share of the distribution of state-collected taxes.

Population Group Sessions

City managers spent the afternoon of the first day of the conference in nine concurrent group discussion sessions based on the population of their cities with each session attended by 35 to 50 managers. At the same time the county managers held a session of their own.

Cities Under 4,000. Robert B. Weiss, South Berwick, Me., chairman, and Earl P. Wagner, Wayzata, Minn., reporter. With regard to paying city employees for overtime it was generally felt to be good practice to place all employees on a straight salary basis with compensatory time off for overtime. If the practice of the city is to pay for overtime no premium should be paid. Also, it was suggested that a definite sick leave policy should be set up.

Annual reports to augment the annual financial report were recommended. Publishing of council proceedings verbatim was felt to have no value, although some charters require it. The group believed that leaflets enclosed with water or light bills were especially useful in explaining issues that could not wait for the annual report. The council should know in advance the content of publicity releases from the manager's office.

When the manager makes recommendations to the council on any matter he should be thoroughly and fully informed on all aspects of the problem. In policy matters a completely opposite action by the council should not necessarily mean a lack of confidence in the manager. An informal meeting with the council to discuss the budget prior to the formal presentation to the council at a regular meeting was felt to be a good practice.

Use of a consultant by cities in this group in preparing a bond issue was generally conceded to be wise. The experience of cities with regard to financing sewage treatment plants indicated the desirability of giving citizens full information on the need for such facilities and method of financing.

Cities Between 4,000 and 6,000. Harold B. Vasey, Brookfield, Mo., chairman, and Norman L. McCarver, Hearne, Tex., reporter. In discussing nonproperty taxes the managers in this group looked with favor on a gross receipts tax on utilities; most cities reported taxes of from 2 to 5 per cent, except in Florida where cities are permitted to levy maximum tax of 10 per cent. Two cities reported they were unable to get any tax revenue from house trailers, and several cities reported that local taxes on admissions and cigarettes are good revenue producers.

On the subject of purchasing insurance, it was agreed that a city should have a survey made every few years by competent persons not engaged in selling insurance. Most cities indicated they are not prohibited from purchasing insurance from a mutual insurance company. . . . In discussing methods of financing utility extensions, it was found that most cities represented use special assessments, although in recent years a number of cities reported that the revenue bond method of financing has been adopted.

Managers in this group indicated that a great deal of their time is spent in seeing the public, and most managers agreed that it is desirable for the manager to take time to listen to citizens and to be as sympathetic and understanding as possible. This puts a considerable load on many managers who also serve as personnel director, or director of public works, or purchasing agent. The best way to conserve time, according to several managers, is to have an administrative assistant, and another method is to encourage citizens to file complaints with department heads instead of with the manager.

There was much interest on policy in supplying city services outside the city. Most cities charge 50 per cent for utility service outside the city. Charges for fire protection vary greatly, and some cities respond only to areas where standard fire hydrants are available. A few cities receive aid from counties varying from \$200 to \$2,500 a year for fire protection in rural areas. Quite a number of managers reported that their citizens do not favor providing outside fire protection service.

The final subject, how to obtain a balanced program of city services, brought the comment from three managers that master plans of utility and street programs have been of great benefit in following a pattern of orderly growth. With respect to fire and police service, some cities are using auxiliary firemen and policemen who are available in emergencies. The integration of the fire and police services, with the same men trained to do both types of work, was proving successful in a number of cities represented in the group. A few cities reported good results in modernizing their police departments by the use of two-way radio systems on the same frequency with the sheriff's department and with the state police departments in order to coordinate law enforcement.

Cities Between 6,000 and 9,000. Henry Rolfes, Jr., Sterling, Colo., chairman, and Robert B. Morris, Glencoe, Ill., reporter. The 40 managers in this session concluded that councils should not have permanent standing committees, but that special committees should be created as needed to study specific policy matters. The group felt that standing committees tend to encourage the council to get involved in administrative matters that should properly be handled by the city manager. Managers

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believed that council meetings should be held no more frequently than twice a month. Three-fourths of the cities represented hold meetings twice a month and the remaining one-fourth have monthly meetings.

Cities of less than 9,000 are not large enough to practice self-insurance on liability and property damage insurance on motor equipment. Three-fourths of the 40 cities represented carry liability and property damage insurance with stock companies and one-fourth with mutual companies. Only one-third of these cities carry any type of collision insurance.

It was agreed that local governments in a given area can, through joint arrangements, effect a considerable saving in providing such services as refuse collection, garbage incineration, health protection, purchasing, fire and police protection, and nursing services. Cities should fix substantially higher charges for municipal services performed beyond the city limits. One city represented in the group charges residents of unincorporated areas two and one-half times the city residential rates for water and sewer service, and the same city recently increased its charge for out-of-the-city fire calls from \$75 to \$175 per run. The group believed that the best basis for providing out-of-city services is to charge what the traffic will bear. However, one-fourth of the managers believed cities should not provide any services outside the city limits.

With regard to refuse collection it was the consensus that cities should contract with private collectors only if this method will provide better service at equal or lower cost. Virtually all of the 40 cities had municipal refuse collection service, and only five made a special service charge for such service.

Cities Between 9,000 and 12,000. John M. Baldwin, Ocala, Fla., chairman, and Wallace G. Arrowsmith, Wayne, Mich., reporter. One-half of the time of this session was devoted to methods of developing and selling improvement programs. The discussion revealed that many cities are using special assessments to finance improvements. The need for a standard policy on financing all types of improvements was stressed.

In one city a broad public improvement program was sold to the public by a citizens' committee. The chief resistance came from citizens or citizen groups that were not represented on the committee. Another city reported that its program increased by substantial amounts over a three-year period because people saw the results in the first completed areas. Some towns have community council civic groups. In another city the Jaycees conducted door-bell ringing campaigns that secured a city hall by an 8-to-1 vote. One manager reported the use of form letters with return post cards indicating "straw votes" on what the people preferred. General consensus was that the use of citizens' groups is excellent but that they must be given careful guidance and their authority limited.

A southern city had a citizens' group of 65 members with a 7-member executive board. A board member sits in on each of the 12 five-man sub-committees. Composition of the committees was a real cross section of the entire city. The city manager briefed them and charged them with four questions: What do we need? When do we need it? How much will it cost? How can we pay for it?

The question of providing sanitary facilities in poor areas of the city showed that at least half of the communities extend sewer lines by a benefit charge that is not a lien until a tap is applied for and that it then may be paid off in 16 years on the water bill. Another city arranges for the installation of plumbing, if necessary, in any home within 150 feet of the mains with up to 20 years to pay.

In discussing the best methods of reporting to the council, about one-half of the managers submit monthly reports. Because many councilmen do not read such reports some managers read the report at the council meeting. Some managers send out an agenda or newsletter two or three days prior to the council meeting. One city has a bulletin board in the council chamber to show budget balances and the status of projects. Two cities reported an informal meeting once a month just to discuss current items. General consensus was that reports must be concise if the council is to read them.

Next came a discussion of the relation of the manager to boards and commissions. Some managers attend board meetings only when invited; others send assistants to such meetings. It was agreed that councils should develop clear-cut rules so an advisory board's actions would not conflict with the city administration.

As to whether the manager should be active in civic organizations, there was no well-defined decision. One manager said that he belonged to many civic groups in his first city, but he has tried to avoid this in his second city and he has not noticed any particular difference. The managers generally agreed that it is not desirable to accept an office or to take an active part in an organization.

Cities Between 12,000 and 17,000. James O. Convill, Corvallis, Ore., chairman, and Robert E. Layton, Danvers, Mass., reporter. The integration of police and fire services, which has been effectuated in Sunnyvale, Calif., was of most interest to the 60 managers who attended this session. Safety employees in Sunnyvale, trained to do fire and police work, have a 40-hour week and the same holidays as other employees. Thirty per cent of the fires put out by a single public safety director who drives a radio-equipped patrol car which carries a foam extinguisher and a five-gallon water hand pump. He reaches the fire before the pumping engine arrives.

Integration of the two services in Sunnyvale has saved 22 per cent in salary costs and requires less equipment and fewer building facilities. The mayor of Sunnyvale, who was also the fire union's business agent, strongly favored the integration while his union opposed it. The union, however, was finally sold on the program on the basis of a shorter work week, more holidays, and better working conditions.

Among other subjects discussed was the financing of street and sidewalk improvements; this generally is done by special assessments. The provision of off-street parking facilities was considered the responsibility of the city if the job is to be done. Private off-street parking facilities have not proved adequate in most cities. Many cities have adopted zoning regulations which require all new businesses and dwellings to provide off-street parking. Where possible, it was felt that cities should protect present values of business land and buildings by clearing blighted areas for parking adjacent to shopping areas.

A discussion of tree trimming and removal revealed that this work is financed entirely from the general fund. In some cities the private utility companies clear power lines and a few cities are attempting to induce telephone companies to assist with public tree trimming. . . . With regard to membership in civic groups it was the consensus that a manager should be active in at least one civic organization if his time permits. It was felt that such participation provides personal contacts which can prove effective in selling municipal programs.

(Over)

Cities Between 17,000 and 25,000. W. H. Oswalt, Midland, Tex., chairman, and N. G. Damoose, Ypsilanti, Mich., reporter. Ways of holding down the cost of fire and police service seemed to be of greatest interest to the 45 managers in this session. There was much interest in the integration of the two services, but some managers doubted that much economy would result. In relatively new communities or in cities going from volunteer to paid departments, it was felt that integration was possible, but in cities where departments are segregated and well-established it would be difficult to effect.

The group agreed that economies could be effected if the two departments were housed in the same building, if firemen were assigned to paint and maintain city buildings as well as fire hydrants, and if civilian secretaries and desk clerks were employed at lower salary rates, thus releasing trained personnel for their regular duty, particularly in the police department.

Opinion was about equally divided as to the value of citizen advisory groups. It was pointed out that in one city an advisory group promoted and helped to implement a much-needed recreation program, but in its continued civic efforts beyond this achievement it became somewhat of a problem. It was agreed that in all instances advisory groups must be handled with caution; their authority and limitations must be precisely outlined; they should not be permitted to decide matters of a technical nature; and the council should never lose its control over such groups.

None of the 45 cities represented in this group employed a full-time traffic engineer. A few cities have eliminated street parking in the downtown area to expedite traffic. This, incidentally, encouraged the use of metered off-street parking lots as well as the use of the transit system.

Should the city provide services to fringe areas? The consensus of the group was that the extension of city services to such areas left no inducement for annexation. At the same time cities feel morally obliged to serve fringe areas for many reasons, including consideration for local business concerns whose employees live outside the city.

One city with a rigid policy against service extensions since 1936 has had 78 annexations on the past three years. Another city reported that its liberal attitude resulted in creating good will to such a point that the city has no trouble whatsoever in annexing needed areas. It was clear that local conditions dictate policy and procedures.

It was agreed that a continuously informed public is the best means by which citizen interest in city problems can be stimulated. Periodic talks by the mayor, councilmen, and manager before luncheon clubs and other organizations, frequent news items and radio programs, and neighborhood or town hall meetings on major issues will bring about active interest in city affairs.

Cities Between 25,000 and 35,000. William B. Webb, Pocatello, Idaho, chairman, and Gilbert W. Ray, Fayetteville, N.C., rpt. Most interest centered in police organization and control, primarily on the best way to select a chief. Several managers had gone out of the city for a chief who was better trained than any man in the department. Generally there was some opposition for the first year or so. Cities that had selected the best chief available, usually from out of town, reported better training of officers, increased pride among the men, and improved morale.

The group felt that it is desirable to select a chief from the outside when the department does not have a man qualified for promotion to this post. It was brought

out also that most cities represented have formal rules and regulations governing the police department, provide uniforms for the men, require a roll call at the beginning of each shift, and operate on a 48-hour week with 40 hours being second in popular use.

The second problem of most concern was how best to conserve the manager's time. Twenty-two managers have an open-door policy and see any visitor or complainant at any time. Only five of these men have assistant managers, but it was pointed out that an assistant could be used effectively in handling some of the personnel and purchasing work and many other details.

Other suggestions for saving time included training a secretary so that she could find out in a tactful way what the complainant wants and in many instances refer him direct to a department head. The department head should be trained to handle the vast majority of problems coming within his scope of activity. Too many complaints coming through to the manager indicate inefficiency in departmental operations. Another good time-saver is a dictating machine.

With respect to handling traffic problems without a traffic engineer, some cities use traffic commissions to consult with the planning agency before recommending changes in traffic regulations. Other cities call in consulting engineers to advise them on particular problems. Excellent results were reported by cities that have sent men from the police department to traffic schools for training. Adoption of up-to-date zoning ordinances requiring off-street parking space for all new buildings was strongly recommended.

What should be the position of a city in encouraging industrial development? A few managers reported instances where concessions on taxes and utility rates had been made to new industries with good results, but the group did not consider this to be sound practice. One manager reported that a survey showed that local taxes ranked eighth among the cost factors in operating an industrial plant. The consensus of the group was that courteous and helpful assistance to a new industry in locating a desirable site, coupled with efficiency in the operation of the municipality, would do more to attract desirable industry to locate in the city than would hand-outs by way of tax concessions.

The final topic, how to evaluate the work of departments, brought out two suggestions. (1) Department heads should be required to report at regular intervals to the manager. A thorough study of these reports, and the manager's knowledge of public reaction to the work of the department, should be helpful. (2) The manager should make frequent inspection trips to get first-hand impressions of the way in which all municipal activities are being conducted.

Cities Between 35,000 and 50,000. Gerald D. Wilkins, Enid, Okla., chairman, and Robert Baumberger, Superior, Wis., reporter. Of greatest interest to this group were the relative advantages between rental and ownership of police cars. Renting police cars involves a contract between the city and a local car dealer who agrees to maintain the cars and to provide new cars every 12 months. Some cities pay the dealer a flat amount per month and others pay on a mileage basis. One variation was a plan whereby the city buys the cars and trades them in at the end of 12 months or 40,000 miles and pays \$400 for each new car; the dealer services the cars for three-fourths of one cent per mile (not including gas or oil).

(Over)

It was agreed that the rental plan does not necessarily effect a saving, but it assures new, modern, and dependable equipment on the streets at all times and it eliminates trouble in getting appropriations for replacing equipment. The group felt that the rental plan for police car operation is well worth looking into and managers interested in it should study the excellent report prepared by ICMA Management Information Service.

With respect to liability insurance, some cities reported an increase in the number of claims resulting from injuries received from falls on sidewalks. It was pointed out that juries tend to be generous in such cases and this in turn causes higher insurance rates. To reduce insurance costs it was suggested that cities consider the nonconference type of insurance company, investigate the advisability of self-insurance, and consider obtaining state legislation to put cases involving damage awards into hands of a referee instead of a jury.

Several other problems were discussed by this group. On the question of fringe areas most cities represented control subdivision development from three to five miles outside the city, but few cities are able to control zoning of these outside areas. With respect to the traffic problem, several managers reported a tendency on the part of city councils to take the speeding and reckless driving problem so much to heart that it has been easy to establish or to enlarge special traffic divisions in the police department. Overemphasis on police traffic control, it was felt, might detract from other necessary police work.

Cities Over 50,000. George E. Bean, Grand Rapids, Mich., chairman, and A. P. Hamann, San Jose, Calif., reporter. Practices in sustaining active citizen interest in good government were of most interest to the 60 managers attending this session. Among the many techniques reported were: assignment of one-half hour for citizen discussion before council meetings, having councilmen represent the city at PTA meetings, recording of council meetings and the rebroadcasting of an edited version, organization of community citizen groups, attendance of members of the League of Women Voters at council meetings, and radio forums and annual open houses.

On the question of providing city services to elderly citizens over 65 the consensus was against the city assuming the financial burden of welfare, but that recreation and some type of work program for leisure hours should be developed. There was a strong minority opinion to the effect that such agencies as churches and schools should assume this responsibility. Some cities have already gone ahead with hobby programs where elderly people can make commodities for resale.

Nothing particularly new was brought out in connection with traffic safety that has not already been suggested by the National Safety Council, but the opinion was unanimous that cities would have to step up these programs to keep pace with the 50 per cent increase in automobiles which has taken place since 1946. An increase in the number of women used for school traffic patrols was noted. The use of drunkometers was noted by 20 cities, radar detection devices by 15 cities, and electrical timers by five. The latter device increased by 10 times the efficiency of motorcycle officers in making arrests, according to one city. Another city broadcasts by radio the testimony given officers by persons apprehended for drunk driving.

The fire alarm question as to policy and extent of coverage developed nothing new except that a decrease in the use of the alarm box as a medium of reporting fire was noted. One city reported that out of 329 alarms, eight were reported by boxes, one in person, and all others by telephone. Of the eight box reports all were false alarms. Continued progress on a new radio-type alarm box was reported. One city wanted to know why we need any type of box at all.

Mass transportation appeared to be one of the most difficult problems now facing cities. Some cities have had to enter the field against their wishes. It was the consensus that cities should stay out of this business whenever possible.

County Managers. Carlton C. Massey, Fairfax County, Va., chairman, and T. M. Heggland, San Diego County, Calif., reporter. Considerable attention was given to the question of work hours for police. It was believed that police employees were more concerned with "take-home" pay than with hours of work, but that the trend was definitely toward a 40-hour week. Use of such benefits as uniform (clothing) allowances seemed to be more prevalent in the East than in the far West.

With respect to special districts or authorities it was brought out that they generally are established because of county debt limits, although the bonds of special authorities typically are guaranteed by the county. It was the consensus that the salability of bonds in any area is dependent in large measure on the total debt picture of the entire area. Many of the counties represented in the group furnish urban-type services.

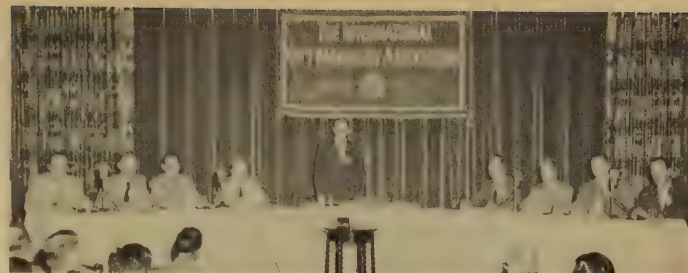
The question of establishing a county department of public works brought out the comment that improved organization may well lead to higher total costs because it tends to point up the areas where the community's needs have not been adequately met in the past. Centralization of related activities in one department should lead to more effective operation and better service to the public. Another desirable result would be better management control.

October 22, 1952

Additional Copies \$1
each to managers; to
others \$2 per copy.



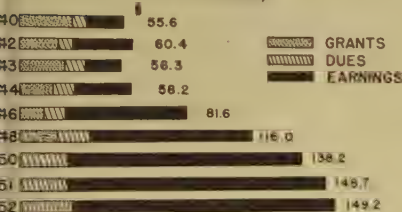
The second panel session which was held on the third day of the conference and was devoted to "Leadership--Getting Things Done" consisted of (left to right): C. A. Miller, Saginaw, Mich.; Steve Matthews, Lubbock, Tex.; Elder Gunter, University City, Mo.; Russell E. McClure, Dayton, Ohio, chairman; Bert W. Johnson, Boulder, Colo.; and Richard H. Custer, Kenosha, Wis., reporter.



A new feature which attracted a great deal of interest was a demonstration of the conference method of group training which was put on before a packed general session of more than 500 city managers and other officials. Moderator for the demonstration was Dr. Hugo Wall, head of the political science department, University of Wichita (shown standing in above photo). City managers who participated were called out of the audience (left to right): Samuel E. Vickers, Long Beach, Calif.; H. E. McMillen, El Dorado, Kans.; James L. Galloway, Marshall, Mo.; Raymond P. Betch, Pendleton, Ore.; Dr. Wall; Thomas F. Maxwell, Columbia, S. C.; James E. Neal, Vancouver, Wash.; Robert Price, Marinette, Wis.; and John M. Gold, Winston-Salem, N. C.

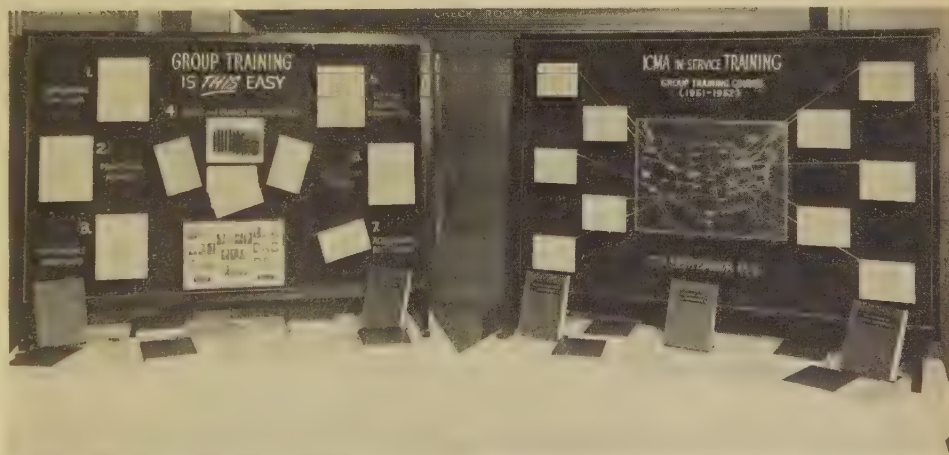
SOURCES OF I.C.M.A. INCOME

(IN THOUSANDS)



The Association during the past three years has operated within its own income. Foundation grants ended in 1949. Income from membership dues this past year was 18 per cent of the total income with the remainder coming from subscriptions to Management Information Service, enrollments in training courses, Public Management subscriptions, and the sale of management manuals, The Municipal Year Book, and special reports. (Figures in chart are in thousands). This chart and the six charts at the bottom of this page were shown in the ICMA exhibit at the conference.

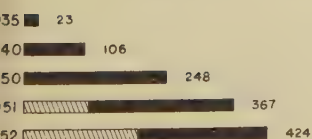
Many managers at the conference showed at interest in the exhibit (pictured at right) of ICMA in-service training courses. These are available on an individual enrollment basis by correspondence, or for group training by the conference method. Group training is emphasized in this display because of the utility and current popularity of this method of training administrative personnel. The display shows seven steps to be taken to inaugurate group training and explains briefly group training projects currently being conducted in 10 cities. On the table in front of the exhibit are shown the eight management manuals used in in-service training courses for administrative personnel. Another display board, located near the above exhibit, showed an ICMA organization chart and a number of bar charts about ICMA activities, all of which are reproduced in this folder. The exhibit included a list of the 717 cities which subscribe to Management Information Service and also copies of Public Management, The Municipal Year Book, and special reports.



One of the most important general sessions of the conference was devoted to trends in municipal finance, personnel, and planning, and the three specialists who delivered short addresses were (left to right): Rollin F. Agard, Director of Finance, Kansas City, Mo.; Kenneth O. Warner, Executive Director, Civil Service Assembly of the United States and Canada (third from left); and Walter H. Blucher, Executive Director, American Society of Planning Officials, Chicago. Chairman of the session was J. R. French, City Manager, Verdun, Quebec (second from left). These specialists also acted as consultants at the three current discussion sessions dealing with finance, personnel, and planning, which followed the general session. The talks given by these men will be published in the December issue of Public Management.

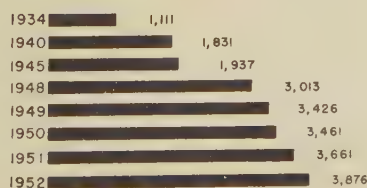
IN-SERVICE TRAINING ENROLLMENTS

INDIVIDUAL
MEMBER OF GROUP



MUNICIPAL YEAR BOOK

SALES



PAID CIRCULATION OF PUBLIC MANAGEMENT





The symposium session on the final afternoon of the conference, a general session which was attended by practically every city manager at the conference, provided an excellent summary of all the 25 conference sessions. City managers who served as reporters at these sessions gave four-minute summary talks which are used in the conference resume enclosed with this folder. Chairman of this session was Kent Mathewson, Martinsville, Va. Just before the session opened 18 of the 25 reporters assembled for the above picture. Seated in the front row are (left to right): Herbert D. Fritz, Lexington, Ky.; Gilbert W. Ray, Fayetteville, N. C.; Willard B. Moran, Shawnee, Okla.; Kenneth Thompson, Sarasota, Fla.; and Wallace G. Arrowsmith, Wayne, Mich. Second row: A. P. Hamann, San Jose, Calif.; Robert B. Morris, Glencoe, Ill.; Norman L. McCarver, Hearne, Tex.; Mr. Mathewson; Robert E. Layton, Danvers, Mass.; DeSoto B. McCabe, Park Ridge, Ill.; and E. J. Allison, Ogden, Utah. Third row: Harold J. Martin, Ontario, Calif.; Robert Baumberger, Superior, Wis.; Mark E. Keane, Shorewood, Wis.; John R. Hamman, Ada, Okla.; William A. Wolff, Wilmette, Ill.; T. M. Heggland, San Diego County, Calif.; and E. Royden Colter, Sarnia, Ont. The other seven reporters not in the picture were: F. R. Coop, Inglewood, Calif.; Richard H. Custer, Kenosha, Wis.; N. G. Damoose, Ypsilanti, Mich.; Byron J. Rockwood, Grand Forks, N. D.; David D. Rowlands, Eau Claire, Wis.; Gerald W. Shaw, Greenville, S. C.; and Earl P. Wagner, Wayzata, Minn.

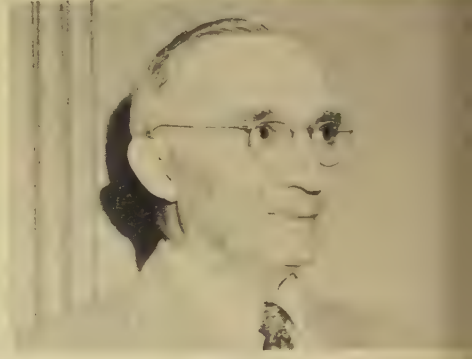
Seven managers completed a quarter of a century of manager service during the year and were awarded 25-year certificates. The awards were presented by President Taylor at the annual banquet to (left to right): L. P. Cookingham, Kansas City, Mo.; George P. Searight, Carlisle, Pa.; and Randall M. Dorton, Santa Monica, Calif. Another recipient, J. H. Bender, Hobbs, N. M., was at the conference but had to leave before the banquet. The remaining three managers receiving the award this year, but who were not present at the conference, were John H. Ames, Ames, Ia.; Ralph B. Call, Holsington, Kans.; and James W. Flint, Englewood, Colo. This makes 57 managers receiving the award since it was started in 1943.



President Bill N. Taylor (left) presents attendance cup at Annual Banquet to Samuel E. Vickers, Long Beach, Calif., who accepts the cup for California with 42 managers in attendance. Michigan managers won the cup last year.



The quartet which provided entertainment Sunday evening and at the annual banquet was organized by Donald M. Oakes, city manager, Berkley, Mich. (left end), other members of the group being (left to right) Louis A. LaPointe, director of service, Montreal, Que.; Tom Fennessey, manager of operations, Richland, Wash.; and W. T. Tilliamson manager of Harper Woods, Mich.



JOHN G. STUTZ

Mr. Stutz, who was executive secretary of ICMA from 1922 to 1929, and who has been a member of ICMA since 1919, was honored by the executive board with a life membership in recognition of his service to the Association. Mr. Stutz is secretary of the League of Kansas Municipalities, a position he has held since 1919.

It is hoped that this folder and the enclosed summary of conference sessions have given ICMA members some highlights of their Association activities and of the 38th annual conference in particular. The Kansas and Missouri managers who, through their Local Host Committee, made many of the plans for the Kansas City conference and provided the entertainment, received well-deserved praise for their contribution to the success of the meeting.

The 1953 Annual Conference of ICMA will be held in Los Angeles on September 20 to 24 and the 1954 Conference will be at St. Petersburg, Florida, on December 5 to 8. In preparing the program for the next meeting, the program committee will welcome suggestions that managers will be kind enough to send in to ICMA headquarters.



Ten county managers and one assistant county manager held a special session to discuss county problems. Shown in this picture are: Front Row (left to right): John R. Leach, assistant to county manager Los Angeles County, Calif.; John F. Behr, Cuyahoga County (Cleveland) Ohio; T. M. Heggland, San Diego County, Calif., reporter for the session; C. C. Massey, Fairfax County, Va., chairman of the session; Edw. S. Howell, Alameda County, Calif.; A. T. Lundberg, Arlington County, Va. Second Row (left to right): visitors to session Ira D. Kelly, Rudolph T. Danstedt, Estal E. Sparlin, and George F. Nesbitt. County managers Irving G. McNayr, Montgomery County, Md.; Howard J. Sears, Charleston County, S. C.; Walter S. Mansfield, Monterey County, Calif. and E. S. Swindell, Jr., Durham County, N. C.

HIGHLIGHTS FROM THE 39th ICMA CONFERENCE
LOS ANGELES, CALIFORNIA, SEPTEMBER 20-23, 1953

October 15, 1953

This folder of conference pictures and charts and the enclosed resume of conference sessions is designed to give ICMA members something of the spirit of the meeting and a review of some ideas and practices that managers may want to put into effect in their own cities. Some managers also may want to use the enclosed resume in preparing a brief report on the conference or their city council.

A total of 325 managers attended the Los Angeles Conference, exceeded only by the Kansas City Conference last year with 368 managers. The total attendance was 613.

The general theme of the 39th Annual Conference was Better Management. The keynote address by Professor John M. Pfiffner at the opening session on "Management Must Manage" was followed by a panel discussion on "Keys to Better Management." Another panel session on the last day of the conference was devoted to "Guideposts to Better Management," a symposium composed of past presidents of ICMA. Other general sessions were devoted to trends in finance, personnel, and fringe areas; to a demonstration of the conference method of group training of administrative personnel; and to relations with pressure groups.

The special interest group sessions, a new feature inaugurated at Kansas City last year, again proved to be highly popular. The population group sessions, which have been a regular feature of ICMA conferences for many years, were continued and the county managers had a session of their own. The interest and population group sessions afforded every manager an opportunity to participate in conference discussions.

Entertainment features of the conference were provided by the city managers' department of the League of California Cities of which O. W. Campbell, San Diego, is President. The Local Host Committee consisted of Robert Coop, Inglewood, chairman; O. W. Campbell, San Diego; Frank Clough, South Pasadena; John C. Crowley, Monterey Park; Randall M. Dorton, Santa Monica; Thomas Gunn, Culver City; Edwin A. Ingham, Alhambra; Samuel Leask, Jr., Los Angeles; Don C. McMillan, Pasadena; Ross Miller, Modesto; C. E. Perkins, Glendale; Wayne E. Thompson, Richmond; and Samuel E. Vickers, Long Beach. The wives of these managers constituted the ladies' entertainment committee.



ICMA OFFICERS AND BOARD MEMBERS

Following the election of new officers, both new and retiring board members assembled for this picture. Front row (left to right): Past presidents Bill N. Taylor, Ghita Falls, Tex.; Robert W. Flack, Durham, N. C.; John Ames, Ames, Iowa; newly elected president George E. an, Peoria, Ill.; retiring president Clarence H. Elliott, lamazoo, Mich.; past presidents Leonard G. Howell, Des ines, Iowa; C. A. Harrell, former manager, San Antonio, x.; and Don C. McMillan, Pasadena, Calif., who will

again become a member of the board upon the retirement of Mr. Ames from the board on December 31; and Clarence E. Ridley, executive director. Top row (left to right): retiring vice presidents W.D. Toyne, Grand Junction, Colo.; Woodbury Brackett, Concord, N. H.; Carlton C. Massey, Fairfax County, Va.; A. D. Telfer, Beloit, Wis. and H. A. Thomason, Bryan, Tex. Newly elected vice presidents Walter Seaholm, Austin, Tex.; Jack Maynard, Ashland, Ky.; W.K. Willman, Pontiac, Mich.; Harold Cheek, Niagara Falls, N. Y.; and Samuel E. Vickers, Long Beach, Calif.



MANAGERS ATTENDING THEIR FIRST ICMA CONFERENCE

Of the 325 managers attending the Los Angeles conference, 67 were attending their first conference and 55 of them are shown in the above picture which was taken immediately following a complimentary luncheon for the newcomers and their wives with the ICMA executive board and staff on Sunday preceding the opening of the conference. The 67 newcomers were: ARIZONA: Petrie, Mesa; CALIFORNIA: Adsit, Salinas; Alissa, Santa Paula; Andersen, Daly; Baker, Sierra Madre; Baldwin, Los Gatos; Base, Santa Clara; Brewer, Buena Park; Crowley, Monterey Park; Cunningham, Placentia; Ferns, Woodland; Fletcher, Davis; Floyd, Chula Vista; Frank, Petaluma; Friedrich, Burbank; Gaekle, Butte County; Gunn, Culver City; Halcomb, La Mesa; Hiltsoher, Fullerton; Lilley, Oceanside; Logan, Seal Beach; Longson, Menlo Park; Murdoch, Anaheim; Nybye, Redondo Beach; O'Hara, Delano; Parness, Claremont; Peterson, Palm Springs; Petrie, Manhattan Beach; Reich, China Lake; Sharp, Pomona; Storm,

Avalon; Studebaker, Brea; Weimer, Orange; Wilhelms, Hawthorne; Workman, Redlands. IOWA: Carpenter, Ames. ILLINOIS: Lovejoy, Woodstock; Martin, Deerfield; Smith, Western Springs. KANSAS: Smith, Wichita. KENTUCKY: Hugueley, Corbin. MAINE: Dow, Belfast. MASSACHUSETTS: Lawrence, Saugus; O'Toole, Revere. MICHIGAN: Beaubein, East Detroit; Jablonski, Bay City; Moore, Grand Rapids; Wegner, Roseville; Young, Flint. NEVADA: Hilberg, Reno. NEW MEXICO: Engel, Albuquerque. NORTH CAROLINA: Carter, Gastonia; Pace, Asheboro. OKLAHOMA: Keltoh, Woodward; Maorory, Bethany. OREGON: Gardner, Forest Grove; Kyle, Coos Bay; Gilchrist, Roseburg; Porter, Grants Pass; Swanson, The Dalles. SOUTH DAKOTA: Grams, Hot Springs. WASHINGTON: Backstrom, Tacoma; Hubbert, Sunnyside. WEST VIRGINIA: Sweaney, Weirton. ALASKA: Eynok, Fairbanks. CANADA: Somerville, Lethbridge, Alta., and Wyatt, Victoria, B. C.

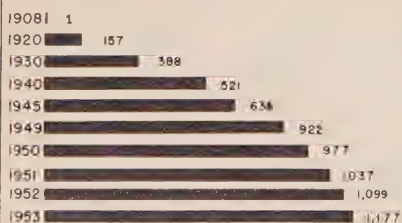


Participants in the opening session of the 39th annual conference of ICMA shown in the above photo are (left to right) Edwin A. Ingham, Alhambra, Calif., who gave the invocation; Professor John M. Pfiffner, of the University of Southern California, who gave the keynote address on "Management Must Manage", (to be published in the November issue of Public Management; O. W. Campbell, San Diego, Calif., president of the city managers' department of the League of California Cities, who presided at the opening session; and Clarence H. Elliott, Kalamazoo, Mich., president of ICMA, who delivered the presidential address on "Municipal Responsibility for Cultural Activities" (published in the October issue of Public Management).

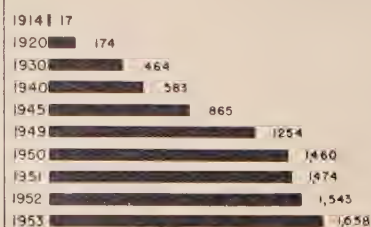


Located near the ICMA registration desk in the lobby of the Hotel Statler were two exhibits designed to inform city managers about the activities of their Association. In the display at the left about Management Information Service is a list of the 755 cities that subscribe to the Service, a U. S. map showing the number of subscribing cities in each state, and a list of the 119 information reports that have been issued since the Service was inaugurated in 1945. The display board at the right shows seven charts which depict the growth of ICMA activities (all of these charts are reproduced in this folder). On the table in front of the display are copies of the Municipal Year Book and other current publications of ICMA.

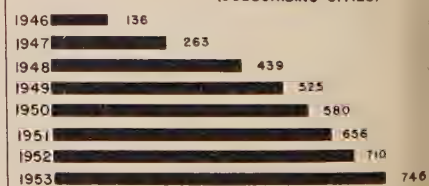
GROWTH OF COUNCIL-MANAGER PLAN



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International City Managers' Association
1313 East 60 Street, Chicago 37, Illinois

RESUME OF 39TH ANNUAL CONFERENCE SESSIONS
Los Angeles, California, September 20-23, 1953

Most of the 325 city, county, and town managers who attended the conference arrived on Sunday in time to attend most of the "get-acquainted" events of the day. The Local Host Committee, composed of 13 managers and their wives, provided the coffee hour in mid-morning along with plenty of California orange juice. In the afternoon, through the courtesy of the City of Los Angeles, there was a get-acquainted tea followed by an informal reception. By this time most of the 613 managers, wives, and others who attended the conference were on hand and acquainted. On Sunday evening the delegates saw the Tournament of Roses in technicolor and other California movies.

The formal opening of the conference came on Monday morning when O. W. Campbell, San Diego, president of the City Managers' Department of the League of California Cities, introduced Edwin A. Ingham, Alhambra, who gave the invocation. This was followed by the presidential address by Clarence H. Elliott, Kalamazoo, Mich., who spoke on "Municipal Responsibility for Cultural Activities", the first time in many years that this subject has been on an ICMA conference program. Mr. Elliott's address is printed in full in the October issue of Public Management. The second speaker was Professor John M. Pfiffner, of the University of Southern California, who gave the keynote address on "Management Must Manage."

Immediately following the keynote address, a panel of city managers and Professor Pfiffner held a discussion on "Keys to Better Management" with short talks on what it takes to be a good administrator, getting work done through others, teaching the management job, and how to make wiser management decisions. These short talks and the keynote address by Professor Pfiffner will appear in the November issue of Public Management. The first morning of the conference closed with an hour devoted to a demonstration of the conference method of group training.

At a luncheon meeting of officers of 32 state or regional associations of city managers, including Alaska and Canada, the group heard from each state on the relation of the manager organization to the state municipal league, number and kind of meetings held each year, scope of the program, and how meetings might be made more effective.

Eight population group sessions were held on the afternoon of the first day and at the same time the county managers had a session of their own. In the evening eight special interest group sessions running concurrently dealt with such subjects as relations with the council, public relations, relations with boards, fire and police problems, traffic and parking, providing mass transit, college town problems, and dormitory city problems.

The second day started out with short talks by specialists on trends in finance, personnel, and fringe areas, followed by three concurrent discussion groups on

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developing problems in these fields. The afternoon of the second day was devoted to sight-seeing and recreation with a tour of motion picture studios in Culver City, with Manager Tom Gunn in charge, and a western barbecue in Santa Monica with Manager R. M. Dorton in charge of arrangements.

On the third day was the annual business meeting of ICMA at which new officers were elected and the executive director made his annual report. The assistant director made a brief report on his recent trip to Europe to attend the 11th Congress of the International Union of Local Authorities. The business session was followed by a panel discussion on "Relations with Pressure Groups" with Leo C. Riethmayer of the University of Colorado giving an address on this subject, which will be published in an early issue of Public Management. In the afternoon eight past presidents composed a symposium session to discuss professional problems under the heading of "Guideposts to Better Management."

At the annual banquet on the last day of the conference, Richard Graves, Executive Director of the League of California Cities, gave an address on "Management in the Third Dimension" which appears in full in the October issue of Public Management. The attendance cup was awarded to Michigan, with Illinois winning second place and the states of Arizona, Idaho, and Kentucky receiving honorable mention. Four managers received 25-year service certificates and new officers were installed.

At the symposium session, held on the last afternoon of the conference, the discussions at all except the general conference sessions were summarized by managers who acted as reporters. The brief summary statements below are based on notes made by the reporters at their sessions.

Keys to Better Management

Bert W. Johnson, Boulder, Colo., chairman; Robert E. Layton, Danvers, Mass., reporter. Panel members: LeRoy F. Harlow, Daytona Beach, Fla.; C. A. Miller, Saginaw, Mich.; Carleton F. Sharpe, Hartford, Conn.; Samuel E. Vickers, Long Beach, Calif.; and Professor John M. Pfiffner, University of Southern California, who had given the keynote address of the conference on "Management Must Manage" just prior to the opening of the panel discussion.

The purpose of this session, according to the chairman, was "to inspire and further the development of administrative leadership." He pointed out that each manager must recognize the need for self-improvement if he is to continue to learn, and that there is always an urgency for finding new techniques for greater effectiveness. "We should not envy the successful manager but study his habits and give him competition." "This panel," continued the chairman, "is committed to the theory that a city manager cannot stand still. We, like the bicycle rider, must move lest we fall. The city manager requires a sense of professionalism to alert him to keep moving up in competence, in insight. He then stated that the panel would dangle some keys before managers in the audience--keys that may open new doorways of management effectiveness and that the locksmiths would be the four manager members of the panel, who had a total of 47 years' manager experience in 14 cities.

As the first speaker on the panel, Mr. Sharpe dangled the key "What it Takes to be a Good Administrator" and discussed briefly the following points: human attitude, personal control, sense of timing, resiliency (ability to give as well as to take), humility, sense of humor, perspective (first things come first), moral integrity, and willingness to give credit where credit is due.

The second key, "Getting Work Done Through Others," was discussed by Mr. Miller, who stressed the techniques of delegating responsibility; that authority must be

equal to responsibility; that competent assistants must be employed who can accept responsibility; that results should be checked; and team spirit should be developed through staff conferences and other means; that good personal relations should be promoted; and that subordinates should be given orders in the form of suggestions and should be fully informed on changes in orders which affect them.

"Teaching the Management Job," the third key presented, was outlined by Mr. Harlow, who emphasized that a manager should impart his "language" to department heads and employees and that this language must include an understandable philosophy of democratic government, a code of ethics, and a whole set of sound attitudes toward public service. The manager who has high standards with respect to such a language and who can transmit it to administrative personnel and employees will get the best results in the quantity and quality of work performed as well as in the manner in which it is performed.

The final key, "How to Make Wiser Management Decisions," was discussed by Mr. Vickers who said that "prompt decisions based upon sound facts are the key to the management process." "It is possible," he said, "to make many decisions in advance with regard to such routine operations as service levels, standard practice methods, personnel policies and practices, accounting routines--all of which can be written in the form of standard practice manuals or administrative regulations. For decisions of a nonrecurring nature, research facilities are essential. Such research often has to be provided by a staff of research specialists, because the departments often are too busy to do this work. Another technique, that of group participation and thinking, can be used by the manager as a basis for decisions by bringing together the people who have the necessary facts at their finger tips and who represent as many sides of a given question as possible."

Guideposts to Better Management

A new feature of the ICMA Conference was a symposium composed of past presidents of ICMA with Bill N. Taylor, Wichita Falls, Tex., as chairman; John H. Ames, Ames, Iowa; O. E. Carr, formerly manager, Oakland, Calif.; Robert W. Flack, Durham, N. C.; C. A. Harrell, former manager, San Antonio, Tex.; Leonard G. Howell, Des Moines, Iowa; Don C. McMillan, Pasadena, Calif.; and E. L. Mosley, formerly manager, Colorado Springs, Colo. Each past president gave a short talk on an assigned topic relating to the city manager profession.

Advantages and disadvantages of long tenure, how long a manager should remain in a city, and when he should resign. In discussing this topic Mr. Flack said that a manager who serves for a long time in one city is more familiar with city problems, becomes a part of the community, and develops social contacts. Disadvantages are that the manager might get into a rut and be devoid of new ideas, and his organization might become static. A manager should remain in a city only as long as he can do a good job and so long as the community has confidence in his judgment and performance. He felt that a manager should resign when conditions become intolerable or when a larger challenge is offered him. He should not resign because the job is "rough" nor should he conduct himself in a manner that would result in an avalanche of criticism and cause him to resign.

Understandings a manager should have with the council of another city before he accepts the managership. Mr. Howell said he believed the city manager should be fully informed on the attitude of the council toward the council manager plan, that the council and manager should have a clear understanding of their relative functions, that there should be a mutual understanding that the manager would be responsible

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for the administration of municipal affairs, that the council would deal with administration only through the manager, that the manager would assume ceremonial functions which belong to the mayor only in the absence of the mayor or when requested to do so by the mayor.

Some of the first things a manager should do after taking the job of manager in a new city. Among the don'ts discussed by Mr. Harrell were: Don't let the papers or radio pressure you into announcing your plan of action until you have had time to study the situation; don't make comments about the preceding administration; don't refer to how certain things were done in your former city; don't bring in outside personnel until you have exhausted the local market and have exploited that fact in the local newspapers; and don't take the spotlight.

Among the things a manager should do, Mr. Harrell suggested: study the charter, budget, organization, and physical plant; arrange to meet editors and newspaper executives, bankers, labor leaders, and others, and also the man in the street; meet with all boards and commissions whether appointed by the council, mayor, or manager; learn as much as possible about the lawless or underworld element in the city; accept, in so far as possible, every invitation for public appearance; learn as much as possible about the background and attitudes of each member of the council; examine the physical, financial, personnel, and political or policy tools with which you have to work; gauge the level and character of services desired by the council and community and begin to build a program.

How a manager can best budget his time. Among the important duties a manager cannot delegate, according to Mr. Ames, are: the training and development of department heads, coordination of their work with that of other departments, development and execution of administrative policies, planning for the future needs of the city, inspection of work in progress, determining the extent to which established objectives are being achieved, and the maintenance of good public relations. A manager must devote as much time as necessary to these duties, and Mr. Ames said that in the average city this work will take 50 per cent of the manager's time.

The manager must delegate to others as much work as he can, and must avoid time-consuming conferences with his staff over minor details. He must have some time during regular office hours to which he can give his undivided attention to his administrative duties without outside interference. He will only multiply his troubles if he attempts to perform these duties at home outside office hours. There are of course many other things the manager must do and some orderly arrangement of time for these duties is very desirable. It is usually possible with minor variations to set aside a definite time for answering correspondence, for outside inspection trips, council meetings, interviewing candidates for positions, and other routine duties.

Making the best use of administrative assistants. Good assistants, according to Mr. McMillan, should of their own initiative handle many routine and administrative details, always keeping the manager informed on all matters of importance. The manager should make clearcut assignments, give assistants reasonable latitude to accomplish their assignments in their own manner and without detailed direction and supervision; use as a measuring rod of growth and ability the quality of performance and promptness of execution of assignments; require complete and full loyalty of assistants; and instruct and train assistants to conform to the manager's method of operation in administration.

The manager's responsibility when the council violates the city charter and accepted principles of council-manager government. The manager, according to Mr. Mosley, certainly should ask the city attorney to interpret the provisions of the

charter or law when the council violates them. In this way the manager can avoid becoming involved in the controversy. If the people, however, should elect a council which is not favorable to council-manager principles, the council may encroach upon the manager's responsibility for personnel or interfere in administration, and when that day arrives the manager must tactfully but firmly inform the council that he cannot lend his support to basic charter violations of this type. If he is not successful in his efforts to correct the situation, then his only alternative is to resign.

Lessons that managers of today can learn from managers of two decades ago.
Mr. Carr, who had had 20 years of manager experience ending in 1932, believed that the manager should be interested more in results than in methods. He recalled his prosecution of an official who had been receiving special fees for writing prescriptions for liquor, and then a friend of the official was elected to the council with the avowed purpose of getting rid of the manager. Mr. Carr felt that a good talk with the official instead of prosecution would have resulted in the discontinuation of this practice.

By the time the friend took his place on the council, Mr. Carr had moved on to another city as manager. There he discovered that the council insisted on filling all appointive positions, and if this were done the manager would be a mere figure-head. The manager asked the council to suggest three persons for each position to be filled, and the manager appointed one of the three. In this way the manager made the appointments and the department heads felt they were directly responsible to the manager. Mr. Carr stated further that the manager should have full authority for administration and be held responsible for results by the council.

Relations With Pressure Groups

Wayne E. Thompson, Richmond, Calif., chairman, and E. Royden Colter, Sarnia, Ont., reporter. Panel members: John M. Baldwin, Ocala, Fla.; Thomas F. Maxwell, Columbia, S.C.; and Leo C. Riethmayer, University of Colorado, who delivered a 20-minute address which will be published in an early issue of Public Management.

In introducing the subject, Chairman Thompson said that all governments are subject to pressure groups which are unlike political parties because they usually try to influence policy after elections. Selfish minorities often exercise undue influence on local governing bodies. However, among the 200,000 organized groups in the United States, there are many that work for the best public interest; in fact it is often through such groups that the will of the community can become known to political leaders.

In council-manager cities the panel felt that because the manager is not subject to political election he is in a better position to resist pressure groups which he feels do not advance the general public interest. The manager and other officials should identify various pressure groups in the community and the techniques they use. There is little objection to groups that openly urge their programs. Other groups, however, may operate through "fronts" and employ all the devices of modern propaganda. The character and size of the group's membership should be ascertained, and members of pressure groups who present data at hearings should give information on the objectives of their organization.

The city manager and council need all the facts that are available with regard to projects promoted by pressure groups. The possible bad effects of pressure group activity can be largely offset if the facts become public before they are cold

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and it is here that newspapers can be of great assistance. These facts should be presented by the manager to the council in reports which cover the subject under consideration.

It was suggested by the panel that a new manager in a community should undertake to meet the editor of the local paper with a view to working out an understanding between the press and the city with regard to the identification of special interest groups. One panel member believed that the increased use of municipal service charges would discourage demands of pressure groups seeking special service that would benefit only a small segment of the citizenry.

It was the consensus of the panel that managers cannot use a cut-and-dried formula to solve the pressure group problem but that all the facts must be considered in each specific case. A two-page explanation may be desirable when the city's answer to a pressure group is "no" as compared with a few words when the answer is "yes". The city that has a well-planned program and a good budget system is in a better position to avoid possible embarrassing situations. The manager also should keep special interest groups fully informed on the plans and finances of the city. Likewise, city councils that are informed will refuse to grant unreasonable requests of pressure groups.

Current Trends in Finance, Personnel, and Fringe Areas

All of the managers met in general session with James O. Convill, Corvallis, Ore., as chairman to hear short addresses on current trends in municipal finance by Samuel M. Roberts, director of finance, Long Beach, Calif.; on personnel practices by Harry Rosenberg, director of personnel, Berkeley, Calif.; and on fringe areas by John C. Bollens, Department of Political Science, University of California, Los Angeles. (These addresses will be published in the December issue of Public Management.) The group then disbanded to meet in three concurrent sessions in order to discuss in more detail the various aspects of the problems and trends in these fields. The discussion at these three sessions is summarized below.

Finance Problems. George E. Bean, Peoria, Ill., chairman; Samuel M. Roberts, director of finance, Long Beach, Calif., consultant; C. R. Fontaine, Quebec, Que., reporter; and Julian H. Orr, Bangor, Me., and M. Deane Seeger, Whittier, Calif., panel members.

Of greatest interest was the advisability of a city carrying public liability insurance. The decision in any city it was agreed should be based on a thorough analysis and on the competition that can be secured among insurers. The city might assume part of the risk and insure the balance.

On the question of performance budgeting, the panel believed that even small cities can adopt this type of budget. Production cost figures often are difficult to establish, but the consultant pointed out as an example that an analysis of the operation of a treasurer's office might show that a comparatively large number of employees are assigned to the issuance of a relatively small number of licenses. Such information would probably lead to a review of procedures and the discarding of inadequate practices. It was felt that appropriation by object should be continued even if the performance-type budget is adopted.

It was the consensus of the group that cities should maintain sidewalks and charge the cost to abutting property owners because the city can do the work better and cheaper. A show of hands revealed that most managers favored construction of sidewalks by contract rather than by force account.

With respect to financing capital improvements in a rapidly expanding city it was believed that the city should prepare a long-term public improvement budget, plan to pay a portion of the cost out of current revenue, borrow the difference but not let the amortization of the loan exceed the life of the asset, and finally get a citizen committee to explain the plan to the public and to secure its support. Pay-as-you-go financing was considered desirable in some instances but in the case of large projects used over a long period of years it was felt that it might be desirable to spread the cost over more than one generation.

A related question was that of protecting a surplus against raids for pet projects, and the consensus was that a surplus should be transferred to a reserve fund for a specific purpose. Funds for setting up reserves for extension and replacement of utility lines should be included in the charges for the service.

There was agreement that at least part of the cost of street improvements should be financed by special assessment. Some claimed that a difference should be made between normal streets and through traffic streets. One manager suggested that the curb and gutter plus 32 feet of street width be financed from special assessments.

The final question discussed was whether local merchants should be given a price advantage in city purchasing, and a show of hands indicated that the majority of managers were opposed to such a practice.

Personnel Practices. Steve Matthews, Lubbock, Tex., chairman; Harry Rosenberg, director of personnel, Berkeley, consultant; C. E. Perkins, Glendale, Calif., reporter; and Elder Gunter, University City, Mo., and Ross Miller, Modesto, Calif., panel members.

On the question of life and other insurance benefits it was suggested that cities should consider combining Old Age and Survivors Insurance and private insurance to increase benefits where needed, but a sound retirement system was preferred.

With respect to morning and afternoon coffee breaks for employees, it was felt that many employees take such breaks whether granted or not and that the city therefore should provide for such a break and establish controls to prevent abuse, such as a time limit allowed away from work, limited to a certain specified time, and that facilities for coffee be provided.

In negotiating with employee representatives it was felt that city managers should listen to such representatives, that talk of striking against the city should not be permitted, and that public safety employees such as policemen and firemen should not be organized. It was pointed out that labor or industry groups often will support and help to sell the council and the public on salary and personnel plans which are sound.

To make better use of the abilities of employees whose efficiency is waning because of age, it was suggested that the city might provide for voluntary demotion on the request of an employee for a less rigorous position. One manager said that his city had received such requests from three employees during the last year. Another suggestion was that of partial retirement on an advancing basis.

Service ratings of employees were considered desirable but considerable emphasis must be placed on training the raters. It was believed that service ratings help employees improve themselves on the job, that ratings should be part of supervisory training, and that as many men as possible should rate an employee.

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With respect to determination of hours of work, pay, and working conditions, it was felt that the council instead of the state legislature should decide such matters, and that cities working through state municipal leagues should oppose state interference in such local affairs.

It was agreed that city managers should make it their business to keep in touch with employee attitudes. One manager obtained useful information thru the use of a questionnaire composed of 50 questions to get employee attitudes. Another manager said that at a meeting of women employees the question of city hall restroom facilities was the main topic of discussion and that this had not previously come to the attention of the manager.

City employees can have a part in management decisions by use of rank-and-file employees on safety committees, providing supervisory training, and scheduling regular meetings of second and third level key personnel. The chairman suggested that employees must feel they are a part of the management team, that they should be kept informed on city problems, and that key personnel might be asked to attend council meetings whenever a problem concerning them is to be considered.

Fringe Areas. Jerome Keithley, Palo Alto, Calif., chairman; John C. Bollens, University of California, consultant; W. H. Oswalt, Midland, Tex., reporter; and Wallace G. Arrowsmith, Wayne, Mich., and Ross Taylor, Oklahoma City, Okla., panel members.

Fringe areas should be annexed when economic, political, and social factors are favorable. It was felt that there has been a tendency in many cities to annex too late, and that from a long range point of view the city should consider what would happen to the area and to the city if the fringe is not annexed. Where annexation is not possible, the city should adopt such controls as subdivision regulations, zoning, and adequate sanitary standards. It would also be desirable where possible to enforce building, plumbing, and electrical codes in fringe areas. One city (Austin, Texas) has effected certain controls in fringe areas through a procedure known as "limited" annexation.

It was agreed that city utilities should not be extended beyond the city limits as a matter of general practice, because such action would probably create resistance to annexation and also because it gives the outside residents an advantage at the expense of those living in the city. On the question of the use of such facilities as city swimming pools and other recreation facilities by nonresidents, it was felt that higher charges might be desirable but would be difficult to apply.

The elements of a sound annexation policy were discussed. The following points were emphasized: (1) The area involved should be general and not selective; (2) annexation should be undertaken when the area is first becoming urbanized; (3) the city should be able to render full services within a reasonable time; (4) the city should be able to provide proper leadership for the area. The panel agreed that there are no really good alternatives to annexation. The only alternative appears to effectuate the controls mentioned above.

The question was raised as to the extent a city should go in taking on the additional expense inherent with annexation. The panel felt that a thorough analysis of costs should be made as well as a determination of "which is the greater liability to our citizenry--a haphazardly developed fringe, or the added cost assumed in annexation." It was pointed out that a few cities charge a fee to areas seeking annexation.

Annual Business Meeting of ICMA

At the business session President Elliott first called for a report of the resolutions committee which was presented by Chairman R. L. Loomis, West Hartford, Conn., including (1) thanking nonmanagers for their part in the program, (2) thanking California managers who were hosts to the conference and (3) a resolution in memory of members who had died since the previous conference. Next came the report of the auditing committee, presented by Chairman T. M. Wardwell, Hinsdale, Ill. The audit report showed an excess of income over expense of \$20,830 for the fiscal year ending June 30, 1953; operating income increased \$6,464, and operating expenses increased \$5,455; actual expenses were \$13,646 less than budgeted by the executive board. The reports of both committees were adopted.

The nominating committee composed of three past presidents--Chairman Bill N. Taylor, Wichita Falls, Tex.; Robert W. Flack, Durham, N. C.; and Leonard G. Howell, Des Moines, Iowa--presented nominees for president and five regional vice presidents (see brochure for names and pictures), and since there were no further nominations from the floor the members voted to cast a unanimous ballot for the nominees submitted.

Two new honorary members were unanimously elected by members at the annual business meeting. They are Samuel C. May, director of the Bureau of Public Administration at the University of California, and Thomas H. Reed, who was for many years head of the municipal management training program at the University of Michigan. Other honorary members and the year of their election are: Louis Brownlow, 1930; Harold S. Bottenheim, 1949; O. E. Carr, 1938; and Richard S. Childs, 1924.

Executive Director Clarence E. Ridley in his report to the members stated that the Code of Ethics, which was originally adopted in 1924 and revised in 1938, was revised again last year and approved by vote of the members; that the pamphlet "The Selection of a City Manager," first issued in 1930 and revised in 1937, had been entirely rewritten and published in a new edition; that more attention has been given to issuing information regarding city managers' salaries, tenure, and fringe benefits, a report having been issued last October with another report to be issued this fall; that steps have been taken toward the preparation of a handbook for councilmen in council-manager cities; and that more and more of the state and regional meetings of managers are becoming short institutes--in some cases sponsored by the state university.

In his report, Mr. Ridley also said that a report had been issued recently containing governmental and financial data for small council-manager cities of less than 5,000 population; that ICMA was one of six national organizations invited to send representatives to the White House Conference for Local Officials last March to discuss the reallocation of governmental functions; that ICMA has continued its representation on several national committees in the traffic and fire safety fields. He pointed out that there are now 1,190 council-manager communities and that the plan is growing at the rate of 60 to 70 cities a year; that the Association has 1,700 members as compared with 600 in 1940; that during 1953 there was a three-fold increase in group in-service training projects and nearly a three-fold increase in total enrollments--from 424 in 1952 to 1,143 in 1953; and that the Association has been completely self-sustaining for the past four years.

The ICMA was represented at the XI Congress of the International Union of Local Authorities in Vienna last June by Assistant Director Orin F. Nolting who reported briefly on the discussions at the congress and also on his impressions of the

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over-all management setup of 11 European cities which he visited. He was impressed with the extent to which cities participate in the promotion of cultural activities; in providing special types of housing for elderly people; in using public telephones in place of box-type fire alarm systems; in providing kindergarten and first-grade classes on the ground floor of housing projects; the excellence of mass transit facilities; the absence of billboards and signs on highways and streets; and controls exercised by cities in fringe areas. A few cities are using neighborhood councils as a means of encouraging citizen participation in local affairs.

Special Interest Group Sessions

A feature which proved highly successful was a series of eight concurrent special interest group sessions on the evening of the first day of the conference. Each session was headed by a panel of four city managers, one of whom acted as chairman and another as reporter. The small number of managers in each session made it possible for every manager to participate. Only the highlights of each session are presented here.

1. Public Relations. Gerald D. Wilkins, Enid, Okla., chairman; C. Harold Eash, Brookfield, Ill., reporter; and N. G. Damoose, Ypsilanti, Mich., and Jack Maynard, Ashland, Ky., panel members. It was agreed that every contact with the citizenry is a "public relation" and the main factor in such relations is the consideration of the human element. In other words publicity, advertising, news releases, and so on are not sufficient.

City employees who have contact with the public, such as police officers, inspectors, and refuse collection and utility employees, must be thoroughly trained in the job they are doing. They should realize that complaints received from the public are important and that they must be handled promptly and if possible to the satisfaction of the complainant. Employees, as well as department heads, who are well trained will have more pride in the job they are doing and this pride in turn will be transmitted to the general public. Thus job contentment on the part of employees is an important factor in maintaining good public relations.

It was agreed also that the relationship between the manager and council is an important element in public relations. Councilmen who have factual information on matters that are being considered can intelligently answer questions asked them by the general public. With respect to meetings of the council, it was believed that if the press agrees to respect the wishes of the council regarding the release of information that reporters should be allowed to attend off-the-record meetings.

The manager has many direct relations with the public through appearances at meetings and through reports, leaflets, and other publications distributed to citizens. Because of his position the manager can build public confidence for the council and build a wholesome relationship in all aspects of public contact. Finally, the timing of public relations activities is important. The main purpose and net result of a good public relations program will be citizen interest in government.

2. Relations With City Council. David D. Rowlands, Eau Claire, Wis., chairman; Frederick W. Sharp, Pomona, Calif., reporter; and E. J. Allison, Ogden, Utah, and C. D. Decker, Sewickley, Pa., panel members.

It was agreed at the outset that teamwork and mutual trust and confidence between the manager and council are essential. In the process of determining municipal policy on any matter, the manager should ferret out and give the council all the facts, the pros and cons, and if there is one best approach he should not hesitate

to recommend it. The manager also ought to give the council positive advice if he thinks it is heading for a precipice or is about to adopt a policy that could not be administered.

It was felt that the task of political leadership is not the manager's job but rather that of the entire council collectively, with the manager providing the facts. When political leadership on the part of the council fails it is often due to the failure of the manager to present the facts clearly and understandingly with recommendations carefully thought out and a fully justified program that could be sold. Whether or not a program is rejected or only partially accepted, the manager should be a good sport and he should not be a pouter or a moaner but wrap the program in a new piece of cellophane at a more appropriate time and try it again.

A council meeting is what the name implies and the manager should be seen and not heard unless necessary. If he plays the role of "bright boy" with all the answers, the manager is likely to find that his tenure will be short. The question of where the manager should sit at council meetings was discussed; opinion was divided some saying that he should sit next to the presiding officer so that he could whisper sweet nothings as necessary, and the other group of opinion would have him down in front so that he could address the council as a group if called upon.

On the question of how a new councilman might be discouraged from interfering with the manager's administrative responsibilities, some were inclined to say "let him hang himself;" one manager suggested that the mayor or another councilman be "sic'd" on the culprit; and still another suggestion was that the manager might talk with the councilmen in the vein that another councilman was the wrongdoer and ask his advice, hoping that the councilmen would catch on.

In presenting the annual budget to the council, managers agree that the budget is a work program translated into dollars and cents and that the work program feature should be stressed. The budget should be presented with summaries, charts, and graphs, and pictorially if possible; the manager should get the council to look at the forest and not at the trees.

3. Relations with Boards and Commissions. W. K. Willman, Pontiac, Mich., chairman; Thomas E. Chenoweth, Hutchinson, Kan., reporter; and Richard H. Custer, Kenosha, Wis., and C. C. McCarthy, Webster City, Iowa, panel members.

It was agreed by the group that boards and commissions which are independent of the council and manager are desirable only in case of judicial, appeal, or advisory functions and that independent administrative and operating boards are not desirable. Special attention was given to hospital boards and housing authorities, and the group was of the opinion that there is no significant difference in the operation of such functions from that of health, airports, or water works, and that separate boards therefore should not be created.

With respect to a completely independent board, such as the school board for example, the city should offer to cooperate in the joint use of certain facilities and perhaps joint purchasing in order to permit both units to effect important economies.

Cities that have boards whose members are appointed should seek nominations from the appropriate professional organizations in cases where technical qualifications are required. With respect to other types of boards having a wider scope, it was agreed that every effort should be made to obtain board memberships as fairly

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representative of all of the segments of the population as possible. The group was unanimous in the belief that all appointments should be for definite terms.

4. Fire-Police Problems. Ray W. Wilson, Phoenix, Ariz., chairman; Robert B. Morris, Glencoe, Ill., reporter; and H. K. Hunter, Sunnyvale, Calif., and T. J. Jefferis, Grosse Pointe Shores, Mich., panel members.

The panel member from Sunnyvale pointed out that since 1950 his city of 16,000 has had public safety officers who perform both fire and police functions, that men trained in both kinds of work provide better service at lower cost, that the plan provides for flexibility in making assignments of personnel, and that 30 per cent of all fires are put out by patrol cars before the fire truck arrives. Successful integration of police and fire services also was reported by several other cities in California, Michigan, Ohio, Pennsylvania, and Canada. A representative of Public Administration Service told the group that PAS recently received a grant from the Volker Foundation to conduct research studies on fire-police integration.

New developments in fire alarm systems were reported by several managers. One city discontinued its box alarm system following destruction of a large portion of the system during a storm. The manager of Miami reported that his city had placed telephone call boxes at 300 intersections where traffic lights are located, and that telephones in these unlocked boxes could be used by the public in reporting matters of concern to fire and police departments. Phoenix, Ariz., is installing a micro-wave fire alarm system connecting all fire stations, and San Jose, Calif., is experimenting with a ground radio fire alarm system.

A brief discussion on police problems revealed widespread and satisfactory use of drunk-o-meters in traffic accident cases, and the desirability of issuing regular bulletins for police officers' training and publishing police manuals. In Oakland, Calif., a study of police and ambulance calls showed that only 5 per cent were real emergencies. The city then adopted the policy of having police cars and ambulances observe traffic lights and speed limits except in case of an emergency.

5. Traffic and Parking. Wesley McClure, San Leandro, Calif., chairman; John M. Biery, Colorado Springs, Colo., reporter; and Herbert D. Fritz, Lexington, Ky., and Hayden B. Johnson, Poughkeepsie, N. Y., panel members.

The 40 managers who attended this session agreed that there can be no standard solution of the traffic problem, that each community has special problems relating to the physical make-up of its streets and the temperment of its citizens. Better and closer cooperation between federal and state highway officials in traffic surveys and planning seemed desirable from point of view of municipal officials. The use of one-way streets is proving successful in moving traffic in cities where this method has been adopted. The managers agreed that many cities will have to eliminate parking entirely in congested retail business districts.

With respect to the parking problem, the group agreed that more off-street parking lots are needed in most cities. A poll indicated that most of the cities represented either were headed for completely city-financed off-street parking facilities or were aiding in the provision of such facilities by furnishing ground and leasing lots to private enterprise for operation. Many cities have adopted ordinances requiring new construction to provide off-street facilities. In the older areas of cities where there is little or no change in buildings, the group thought that municipal financing of off-street lots would be the only answer.

It was agreed that federal and state help and cooperation in both traffic and parking was desirable and that uniformity of control was desirable from the point of

view of citizens. The group realized, however, that there was danger of loss of local autonomy if the state takes over control of speed, traffic signal installations, and regulation of street parking, but this might be offset to some extent by the fact that the citizen could not exert the usual pressure for installation of controls which are not necessary.

6. Providing Mass Transit. Ross E. Windom, St. Petersburg, Fla., chairman; William J. Deegan, Jr., Quincy, Mass., reporter; and Harold Cheek, Niagara Falls, N. Y., and R. M. Dorton, Santa Monica, Calif., panel members. Privately operated mass transit systems in many cities are losing so many customers that it is no longer profitable to operate. Bus systems in some cities have been discontinued or have been taken over by the city. It was felt, therefore, that the city should decide whether mass transit is essential to the public welfare of the city.

It was the consensus that if a sufficiently large number of people would be without transit, if there were no public or private facility, and would therefore be unable to reach shopping centers or places of work, a city might be justified in supplying bus service. It was pointed out also that elderly people and those who are unable to own cars would be seriously restricted in moving about within the community if there were no mass transit facilities. It was suggested, however, that cities with adequate parking space available in the downtown area may find public transit not as essential as in other cities. Whether or not mass transit is essential depends largely on the type of community and the extent to which citizens depend upon it.

It was the consensus of the group that mass transit should be privately owned as long as possible because political pressures put a city at a marked disadvantage when operating transit systems. It should be recognized that mass transit generally is not a self-sustaining operation, and that the city might find it desirable to help the private operator. One method would be to encourage more people to use mass transit by making it more convenient to use buses than private cars. Restrictions on parking in the downtown area and the designation of express routes were suggested.

In extreme cases, complete elimination of curb parking in the downtown area might be desirable, so that buses could be loaded and discharged quickly, safely, and conveniently. It was felt also that the city might assume certain costs of providing mass transit, such as zone painting and snow and ice control, and perhaps reduce or eliminate local franchise taxes. It was conceded that a direct cash subsidy of private bus operations with tax funds had risks far beyond the value of the subsidy because other utilities could possibly claim the same sort of assistance where earnings are declining.

7. College Town Problems. Robert A. Finlayson, Eugene, Ore., chairman; E. Frederick Bien, Puyallup, Wash., reporter; and Elmer W. Prince, Morgantown, W. Va., and Peter F. Roan, Iowa City, Iowa, panel members.

The managers agreed that the college and the city should share the cost of construction and maintenance of sewage treatment facilities; that the city should have sufficient control over temporary and other housing and decorative arrangements used by fraternity and sororities to prevent fires and that necessary inspection services should be provided at a cost basis; that mutual arrangements between the city and college or university should be worked out with respect to traffic and parking problems; and that vandalism and minor crimes also should be handled by joint city-college cooperation. Some managers pointed out that city governments frequently can obtain the aid of students on such projects as the design of parks and minor buildings and in making various kinds of surveys.

8. Dormitory City Problems. Mark E. Keane, Oak Park, Ill., chairman; Charles T. McDonald, Greenbelt, Md., reporter; and Harold Schone, Oak Park, Mich., and James F. Shurtleff, Medford, Mass., panel members.

The topic of most concern was that of creating and maintaining interest in the local government. Managers of cities represented reported successful use of radio programs, newspapers, and leaflets enclosed with tax and utility bills. One manager stated that he spent as much as five hours a week with reporters of newspapers of the central city to get city news in papers even if the news was critical of the council or manager. Several cities reported successful use of the Welcome Wagon as a means distributing civic information.

Council-appointed special interest groups with awards for outstanding effort on the part of individual citizens proved successful in several cities and one manager has appointed active citizens as honorary "mayors" of certain streets or areas.

The second most popular subject was how to prevent or correct over density of land use and deterioration of property. One panel member suggested revision of zoning regulations to meet the growing needs of the area. It was pointed out that homes built for larger families might be changed to two-family apartments without increasing the population density of the area because of present-day average family sizes.

On the subject of overnight parking on city streets several cities issue permits for overnight parking. Reasons given for prohibiting overnight parking are to permit snow removal and street cleaning and to aid in prevention of crime.

Population Group Sessions

City managers spent the afternoon of the first day of the conference in eight concurrent group discussion sessions based on the population of their cities with each session attended by 40 to 50 managers. At the same time the county managers held a session of their own.

Cities Under 6,000 Population. E. P. Wilsey, Hillsborough, Calif., chairman, and Ralph W. Snyder, Westerville, Ohio, reporter. The major concern in this group was methods of overcoming the apathy of citizens toward their local government. It was agreed that more emphasis should be placed on reporting to the public. One third of the managers in the group said they issued annual reports. Among other methods used were: printing brief comments about municipal operations on utility bills, holding annual open house at the city hall or at fire and police stations; holding sectional meetings in the various areas of the city to hear citizen complaints and to explain municipal policy; organizing citizen committees to discuss specific city problems; and holding information meetings with city employees with a view to making them informal ambassadors among the many people with whom they come in contact.

Another problem of concern at this session was that of obtaining technical assistance at low cost. Several managers reported that they had cooperated with other nearby towns in obtaining joint consultants in such fields as planning, engineering, and legal advice. Managers of cities which have a university or college obtain the services of instructors on various projects and students help in making surveys. Other cities secure excellent advice from various state government departments. Several managers commented favorably on the information and advice received from Management Information Service conducted by the ICMA.

On the use of machine vs. hand methods, nearly one-half of the managers in the group reported the use of machine billing methods and that such methods enabled the city to effect savings in personnel, resulted in better control of accounts, and that some machines could be adapted to complete mechanical bookkeeping methods of all funds and accounts. The consensus of the group was that any city with more than 750 accounts could profitably employ machine methods.

Considerable discussion was devoted to removal of dilapidated buildings from private property. Condemnation was the obvious and usual solution, although one city reported the use of citizens committees to implement purchase, removal, or condemnation. It was felt that the only real solution is a good three-alarm fire on the day when interest in the pinochle game at the fire house is at its peak.

Cities Between 6,000 and 9,000 Population. Robert A. Lovelace, Delray Beach, Fla., chairman, and J. R. Coupal, Jr., Ipswich, Mass., reporter. The topic of most concern to the 40 managers in this session was municipal policy on water and sewer extensions. A show of hands indicated that extensions inside the city limits usually are paid at least in part by the city while extensions outside the city are paid for by persons applying for the extension or by the subdivider. One manager pointed out that information on this subject is available in a recent MIS report.

In discussing methods of keeping the council and public informed, it was the consensus that written reports to the council are highly desirable and that these reports generally are made available to newspapers. Another widely used method is special press releases. Only seven of the 40 cities represented issue annual reports, many managers feeling that it is more effective to issue special reports in the form of leaflets or brochures covering specific problems or programs during the year. Still another widely used effective medium is speaking engagements before local civic groups, particularly women's clubs, and appearance on radio programs.

The need for installing a good accounting system was emphasized and it was agreed that the best approach is to have the system installed by an outside agency, such as a municipal auditing firm, state auditing office, or state municipal league. It was suggested that the manager or finance officer should study the good and bad features of an accounting system in another nearby city that has a good system. More than half the cities represented had already installed modern accounting systems including machine bookkeeping methods.

Considerable time was devoted by this group to discussing the need for zoning and subdivision controls. Emphasis was placed on the need for having active planning commissions and the adoption and enforcement of up-to-date zoning regulations and subdivision controls. Joint city-county planning was emphasized as a good protection against sub-standard requirements in the fringe areas outside the city. Such cooperation may take the form of (1) two independent planning bodies meeting together on a cooperative basis, (2) the county planning agency may make plans for both the incorporated and unincorporated areas with no city planning agency, and (3) the municipal planning agency may be advisory to the county plan agency.

Cities Between 9,000 and 12,000 Population. George C. Shannon, Anchorage, Alaska, chairman, and Raymond P. Potch, Pendleton, Ore., reporter. The first topic discussed was the extent to which cities should provide a recreation program. It was revealed that most of the cities conduct joint programs with the school board. One-third of the cities represented combine their park and recreation programs in a single department. Most of the cities have recreation advisory boards and a good number still have special tax levies for park and recreation purposes.

Most of the managers in this group use volunteer firemen as a supplement to a part-paid department, but several managers reported difficulty in coordinating the work of volunteers with that of paid firemen. Most cities pay volunteers on the basis of the number of fires or drills with a few cities providing some sort of uniform and some cities paying for clothing damaged at fires.

One-half of the cities represented conduct in-service training programs, chiefly in the fire and police services. Several cities indicated success with the use of ICMA training courses with the city paying the cost of the books. The training generally is conducted by the conference method on city time.

Several managers indicated concern over the lack of interest of their city councils in the work of local planning commissions. It was felt that the inclusion of one or more council members on the planning commission would be helpful. Joint meetings between the council and planning commission also were advised.

In discussing a number of other problems it was the consensus of the group that some cities without adequate equipment repair facilities might consider rental as opposed to the purchase of automotive equipment, that municipal cemeteries generally are not self-supporting but that emphasis should be placed on getting them on a paying basis; that subdividers should be required to pay for all water main extensions; that city-owned equipment should not be loaned or rented to city employees; that the cost of special improvements should be assessed against the local school board and against other governmental jurisdictions, the same as against private property; and that the cost of reconstruction of street pavements should be assessed against property owners.

Cities Between 12,000 and 18,000 Population. Frank Clough, South Pasadena, Calif., chairman, and V. A. Basgall, Junction City, Kans., reporter. Attention was first centered on the subject of keeping city services up to date in a rapidly growing city. It was the consensus that subdividers should be required to build streets and sidewalks, to deposit money for such improvements, or to post a bond, and further that developers should be required to cooperate in financing the cost of constructing utility lines.

It was emphasized that subdividers be required to build permanent-type streets in accordance with city specifications so that they do not become a costly maintenance problem to the city later on. It was felt that special assessments should be used for improvements inside the city limits. With respect to recently annexed areas, some cities reported charging service fees until the property is put on the tax rolls.

Great emphasis was placed by the group on effective cooperation on city-county zoning controls in fringe areas and the need for an energetic city plan agency. It was felt that strict control of subdivision planning and zoning is essential for proper development. People who are living in annexed areas are buying into a going corporation, and when they are included in the city they should be willing to pay their proper share of the city's expenses.

When suitable land is not available for the sanitary landfill method of disposal of refuse, it was agreed that consideration should be given to central grinding of garbage at the sewage disposal plant. Some cities encourage installation of home garbage grinders. Much interest was shown in experiments being conducted on composting at Michigan State College. One manager suggested that home incinerators could reduce the garbage and refuse problem but when many units of this type are used in a given area it causes an odor and smoke problem. The group agreed that the

sanitary landfill method of operation is the best way of disposing of refuse if suitable land is available.

Cities Between 18,000 and 24,000 Population. Roy E. Miles, Muskegon Heights, Mich., chairman, and R. N. Klein, Santa Cruz, Calif., reporter. The subject of most interest was that of garbage collection and disposal and it was agreed that the handling of this matter on a private contract basis generally proved unsatisfactory and that municipal collection and disposal is highly preferred because of the city's public health obligation. It was felt that the handling of complaints and the difficulty of inspecting work done by private contractors are arguments in favor of the city doing this work.

There was considerable interest in the possible use of both residential and commercial-type garbage grinders, one Michigan city reporting a garbage grinding station adjacent to the sewage treatment plant. Another manager reported that Michigan State College had recently set up a controlled experiment at the city's sewage treatment plant for the composting of garbage after grinding. Another innovation which is being tried is a commercial and residential indoor gas incinerator. In collecting trash one city reported use of a wood brush chipper hauled at the rear of the trash truck to reduce the volume of trash and another city reported establishing a grinding station at the dump site. With respect to the sanitary landfill method of refuse disposal, it was pointed out that the city should plan years in advance for adequate and close-in sites.

Methods of conserving the city manager's time also were of interest to managers in this group. One manager reported that he requires all matters for the agenda for the council meeting to be on file ten days prior to the meeting. Another manager reported that setting up a central complaint desk for receiving all calls had reduced the amount of time he spent on this matter. A poll of the group revealed that three-fourths of the managers have assistants. In summary, emphasis was placed on four timesaving devices: training good department heads to shoulder responsibility and refer only nonroutine problems to the manager; proper delegation by the manager to assistants of time-consuming details; use of a well-controlled complaint system with a follow-up procedure; and encouraging people to make appointments.

Managers in this group were concerned by the action of several state legislatures in fixing minimum wages and hours of work, especially for police and fire personnel, as being an infringement on municipal home rule. They were opposed to requiring smaller cities to pay the same salaries paid in the larger cities. It was felt that cities working through the state municipal league should oppose setting of pay and working hours by the state.

With respect to city-owned auditoriums, it was suggested that the city should not build a one-purpose auditorium, that a city should not build an auditorium unless it is prepared to consider it as a cultural asset and can afford to make up an annual operating deficit out of tax funds or other sources; and that if an auditorium is built it should be designed for many purposes and as a recreation center in a location adjoining other facilities where maximum utilization can be obtained of meeting rooms and other building space.

Cities Between 24,000 and 35,000 Population. William B. Webb, Pocatello, Idaho, chairman, and Newell N. Jenkins, Maywood, Ill., reporter. The topic of most interest was rental vs. ownership of police cars and it was agreed that the rental plan might be satisfactory if a reliable lessor is available and if the council and manager are willing to trade vehicles as often as necessary for economical operation.

City ownership of cars was considered preferable in cities that have a municipal garage and mechanics to maintain equipment properly.

A question as to whether the manager should aid in the preparation of the agenda for council meetings was answered in the affirmative. Managers in nearly all the cities represented in this group either prepare the agenda or direct its preparation. Some cities set a definite deadline for submitting subjects for inclusion on the agenda and the manager of one city requires that all subjects for the agenda be submitted in writing.

Another subject discussed by the group was reducing fire losses through dwelling inspections. Two-thirds of the 38 cities represented conduct regular fire prevention inspections program, although in most cities residences are inspected only on request or at the discretion of the chief. Only one city inspects homes in all residential areas as well as commercial and industrial buildings three times a year. Only a few of the cities use radio-equipped fire trucks and regular on-duty firemen for dwelling inspections.

In discussing use of radar for speed control by traffic police it was found that only three of the 38 cities use this method, but all three reported success with it and public opinion is favorable. Two or three weeks after the radar had been used in a given location arrests decreased in that area when radar was used a second or third time.

On the question of whether cities should offer inducements to obtain new industries it was agreed that industry which is desirable in a community will pay its own way. A final problem was the use of special assessments in establishing parking lots. The successful experience of Pomona, California, was cited but no conclusion was reached as to the general application of this method.

Cities Between 35,000 and 60,000 Population. T. E. Hinson, High Point, N. C., chairman, and Del Green, San Angelo, Tex., reporter. The first topic discussed was organization for sewerage service in a metropolitan area and it was agreed that simple cooperative arrangements should be explored and used wherever possible and that a sanitary sewer district set up as a separate governmental agency should be used only when other less formal means proved inadequate.

Managers in this group believe that every city should have one or more administrative assistants in the manager's office. The pool of qualified men for this type of work established by the League of California Cities through examination and interviews was viewed by managers as a good source for qualified personnel.

In discussing methods of reducing juvenile delinquency it was agreed that a coordinating council composed of welfare, police, PTA, and representatives of other groups working with proper court authorities could do a great deal to direct the energies of young people into controlled activities and that in setting up such a council the city should take the role of coordinator.

As to methods of reporting to the public, it was the consensus that annual reports in the form of newspaper supplements deserve consideration. Most managers reported that news reporters could be given full details in advance on a confidential basis with the understanding that such confidences would be respected, and that when the news actually was ready to release the newspaper and radio would have all necessary background information.

Another problem that came before this group was municipal policy in promoting industrial development. It was agreed that special tax exemptions are not desirable;

that steps taken by the city to attract an industry that would make the city less desirable as a place to live in would be a disservice to the residents of the city; and that the policy of the city with regard to supplying water, sewer, and other services to new industries should be outlined in advance.

Cities Over 60,000 Population. Russell E. McClure, Corpus Christi, Tex., chairman, and Herbert W. Starick, Dayton, Ohio, reporter. The problem of most interest to this group was that of arresting slum or blighted developments in older areas of cities. Six of the cities represented had adopted housing codes as a basis for applying standards and securing corrective action, and several other cities had set up departmental committees to cooperate in evaluating the problem and establishing a program.

Several managers thought that the zoning ordinance should be a medium for setting up conditions under which changes could take place, as for example in an old single-family home, with ground rules which would control results. The manager of Miami reported that a department of slum rehabilitation and prevention had been created to apply housing standards and to take cases to court where necessary. Considerable interest was shown in the Baltimore plan under which areas are rehabilitated through the efforts of owners, largely on the basis of remodeling residences and cleaning up open spaces.

Another topic of interest to this group was municipal provision of off-street parking facilities. Ambitious and effective plans were reported by the managers of Quincy, Mass., and Des Moines, Iowa. In Quincy the city has spent \$2 million to create 2,000 off-street spaces and \$1 million will be spent in 1954 for additional spaces. The program is financed by 20-year general obligation bonds sold at a net interest of approximately 1.6 per cent. A portion of the funds are raised by assessments against business property with the assessments to be increased as the provision of parking increases business volume. An advisory committee helps work out details of the program and policies for operation.

In Des Moines the city has erected two parking garages, one of the ramp-type containing 350 spaces and the other a mechanical type providing 430 spaces, both structures costing about \$1,500 per car space. Funds were raised by 20-year general obligation bonds sold at a net interest rate of about 1.7 per cent. To stimulate business for these off-street spaces, parking at the curb was reduced from one hour at 5 cents to one-half hour at 5 cents.

The managers in the group felt that the need for off-street parking was not being satisfactorily met by private enterprise, but that cities should take every possible step to get retail merchants and others to provide as much off-street space as possible. Managers of more than one-half the cities represented indicated that their cities had adopted zoning ordinances requiring off-street parking in connection with new or remodeled buildings.

On the subject of encouraging the use of mass transportation to aid traffic flow, comments generally were discouraging. No effective programs have been developed by cities in this group to encourage mass transit. It was believed that traffic congestion would lead many car drivers to use mass transit facilities. It was agreed also that cities must give some aid to mass transit companies--even to the extent of limited subsidies such as assuming the erection of signs, street painting, and reduction of the franchise tax. It was felt that the failure of mass transit companies would create a serious problem for the city, but that any direct or

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indirect subsidy should be based on a complete and competent analysis of the financial structure of the company and its operating policies.

In discussing reporting to the public, it was emphasized that various methods should be used--leaflets enclosed with utility bills, radio, TV, brochures, movies, and newspapers. One manager reported that he would try a newspaper-type annual report which was less glamorous than a 6x9-inch report but less expensive and reached more people. The manager of one large city had received excellent suggestions from the staff of a local newspaper with regard to the makeup of an annual report of the newspaper type. In another city the radio station edits council proceedings and puts the result on the air.

Procedures to be followed in the reassessment of property for tax purposes led to the suggestion that the council should assume responsibility for inaugurating such a project, that outside professional assistance should be obtained, that the job should be completed before any changes are made, that the realty board and other interested agencies should help set up an advisory committee to work with the city, that equalization is the fundamental purpose of the reassessment--not over-all increases, and that the county and school district should cooperate with the city on the project.

County Managers. J. Harry Weatherly, Guilford County, N. C., chairman, and E. R. Stallings, San Mateo County, Calif., reporter. Most of the discussion centered on the subject of city-county relationships. It was agreed that such improvements as sewers, street lighting, and pavements in unincorporated areas should be provided by the subdivider or by special assessment. It was felt that counties have enough general functions to keep them busy without entering into the field of providing municipal services and that for this reason unincorporated areas should be encouraged to become annexed to cities. Where counties supply municipal-type services, it was felt that those receiving the services should pay for them and that such services should not be financed on a county-wide basis.

County managers in this group believed, however, that municipalities should avail themselves of certain county services by contract in order to avoid needless duplication. Among the services which might be rendered by counties to cities on a contractual basis are: library, special health services, police-radio, humane services, building inspection, assessing and tax collection, planning and zoning technical services, snow removal, street sweeping, and care of prisoners. It was agreed that in the field of planning the county could cooperate with cities in setting up zoning and planning committees or in other ways coordinate city and county planning.

It was pointed out that many counties with managers still have a number of elected officials other than the county board; that such officials generally need the help of the manager but that the manager should give credit to elected officials for improvements effected and attempt to give such officials ideas that they could use later on as their own.

A discussion of self-insurance revealed that one county had authorized a one-half million dollar bond issue as a casualty insurance reserve. Insurance premiums budgeted annually are put in a reserve fund and it is expected that within a short time a sufficient cash reserve will be available and the bonds will never have to be issued.

October 15, 1953

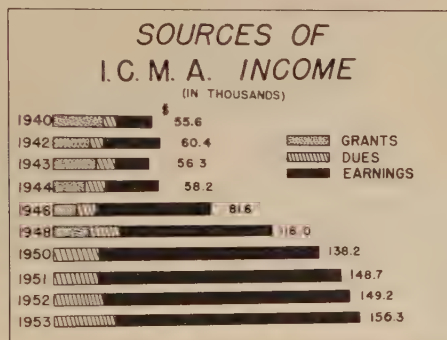
Additional Copies \$1
each to managers; to
others \$2 per copy.



Following Professor Pfiffner's keynote address at the opening session of the conference, was a panel discussion on "Keys to Better Management." Participants in the panel were front row (left to right): Robert Layton, Danvers, Mass., reporter; Bert W. Johnson, Boulder, Colo., chairman; and Professor John M. Pfiffner, consultant. Top row (left to right): Carleton F. Sharpe, Hartford, Conn.; Samuel E. Vickers, Long Beach, Calif.; C. A. Miller, Saginaw, Mich.; and Leroy Harlow, Daytona Beach, Fla. Short talks presented by the last four named managers will appear in the November issue of Public Management.



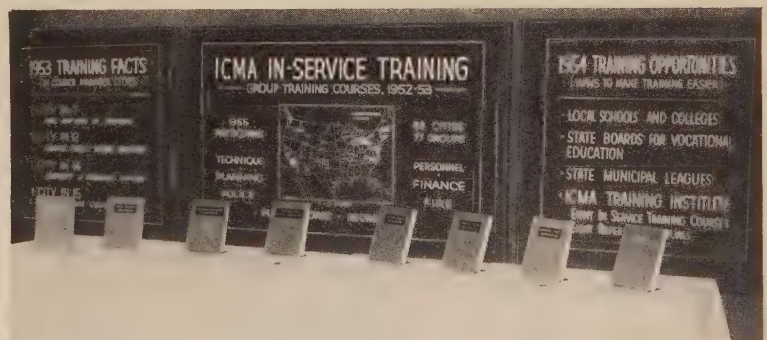
The managers in the above photo composed a "surprise" panel called up from the audience by Chairman Robert L. Price, Marinette, Wis., to participate in a demonstration of the conference method of group training, repeating a similar session which was held at the Kansas City conference last year and which attracted much interest. The managers are (front row and left to right): Russell W. Rink, Pueblo, Colo.; Robert B. Weiss, Windsor, Conn.; and Willard B. Moran, Shawnee, Okla. Top row: Henry Rolfes, Jr., Helena, Mont., reporter; Oren L. King, Riverside, Calif.; Chairman Price; Virgil Knowles, Parsons, Kans., and R. B. Riddle, Minot, N. D.



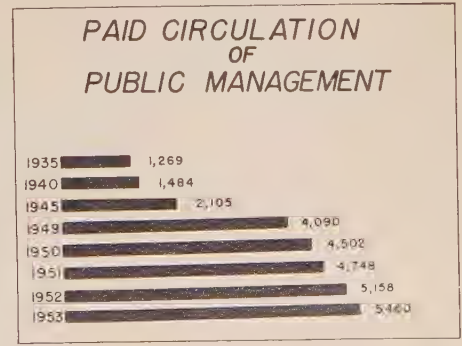
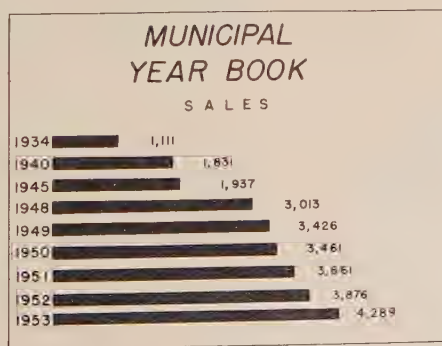
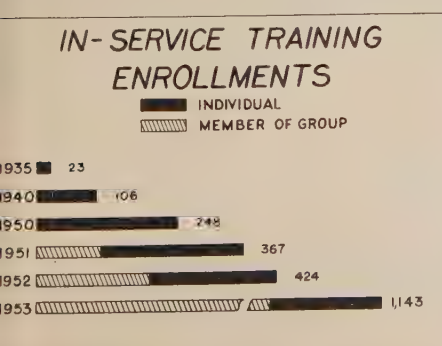
The Association during the past four years has operated within its own income. Foundation grants ended in 1949. Income from membership dues this past year was 19 per cent of the total income with the remainder coming from subscriptions to Management Information Service, enrollments in training courses, Public Management subscriptions, and the sale of management manuals, the Municipal Year Book, and special reports (figures in the chart are in thousands). This chart and the six charts at the bottom of the page were shown in the ICMA exhibit at the conference.



A general session in which managers showed a great deal of interest was one on trends in municipal finance, personnel, and fringe areas, and the three specialists who delivered short addresses on these subjects were (seated left to right): Samuel M. Roberts, director of finance, Long Beach, Calif., on finance; John C. Bollens, assistant professor of political science, University of California at Los Angeles, on fringe areas; and (standing at right) Harry Rosenberg, director of personnel, Berkeley, Calif., on personnel trends. Chairman of the session was James O. Conville, Corvallis, Ore. (standing at left).



Great interest was shown by city managers attending the conference in the exhibit (pictured above) of ICMA in-service training courses. The exhibit emphasized group training for administrative personnel, 68 cities having provided such training during the past year for 955 employees -- triple the number of any previous year. It also pointed up the extent of all training in manager cities last year, as revealed by a special survey, and listed the means by which cities can get training assistance this year. On the table in front of the exhibit are shown the management manuals used in in-service training courses. Fields covered by these manuals are the technique of municipal administration as a general over-all course, with other courses covering administration of the personnel, finance, planning, police, fire, public works, and recreation departments.



THE INTERNATIONAL CITY MANAGERS' ASSOCIATION

CONFERENCE 1954



At the conference symposium session on the last afternoon of the conference 20 city managers presented three-minute summaries of their sessions, with Warren C. Hyde, Janesville, Wis., as chairman. Just before the symposium session opened, 17 of the 20 reporters assembled for the picture at the left. Front row (left to right): Ralph W. Snyder, Westerville, Ohio; Joseph R. Coupal, Jr., Ipswich, Mass.; Raymond P. Botch, Pendleton, Ore.; Virgil Basgall, Junction City, Kans.; Mr. Hyde; R. N. Klein, Santa Cruz, Calif.; Del Green, San Angelo, Tex.; Herbert W. Starick, Dayton, Ohio. Top row: John M. Biery, Colorado Springs, Colo.; Charles T. McDonald, Greenbelt, Md.; E. R. Stallings, San Mateo County, Calif.; C. Harold Eash, Brookfield, Ill.; W. H. Oswalt, Midland, Tex.; E. Frederick Bien, Puyallup, Wash.; Frederick W. Sharp, Pomona, Calif.; C. E. Perkins, Glendale, Calif.; Newell N. Jenkins, Maywood, Ill.; and C. R. Fontaine, Quebec, Que. The three reporters not in the picture were: T. E. Chenoweth, Hutchinson, Kans.; William J. Deegan, Jr., Quincy, Mass.; and Robert B. Morris, Glencoe, Ill.

A general session on "Relations With Pressure Groups" was addressed by Leo C. Riethmayer, chairman of the graduate curriculum in public administration at the University of Colorado, whose talk will be published in the December issue of Public Management. Following his talk, a panel discussed various aspects of the problem. Front row (left to right): E. Royden Colter, Sarnia, Ont., reporter; Thomas F. Maxwell, Columbia, S.C.; and Wayne E. Thompson, Richmond, Calif., chairman. Top row: Mr. Riethmayer (left) and John M. Baldwin, Ocala, Fla. →



Four managers completed a quarter century of manager service during the year and were awarded 25-year certificates. The awards were presented by President Elliott at the annual banquet to (left to right): Edwin A. Ingham, Alhambra, Calif.; Bill N. Taylor, Wichita Falls, Tex.; and Joseph N. Arthur, Avalon, Pa. The fourth recipient, L. V. Bean, Decatur, Ga., was not present at the conference. A total of 61 managers have received the 25-year award since it was started in 1943.

It is hoped that the charts and pictures in this folder have given ICMA members some idea of the activities of their professional organization and of the 39th Annual Conference in particular. The California city managers received well-deserved praise for their fine contribution to the success of the conference--the coffee hour, get-acquainted tea and reception, and movies on the first day; the luncheon and shopping tour for women attending the meeting; the tour of movie studios and reception in Culver City; and the western barbecue at Santa Monica. A total of 99 California managers attended the conference.

Plans already are being made for the 1954 Conference which will be held in St. Petersburg, Fla., on December 5-8. The program committee will make use of all suggestions that managers will be kind enough to send in to ICMA headquarters.



President Clarence H. Elliott (left) presents attendance cup at annual banquet to Worth N. Yoder, Sturgis, Mich., who accepted the cup for the Michigan managers with 36 of their 86 managers in attendance. Illinois won second place and three states received honorable mention: Arizona, Idaho, and Kentucky. In the background is newly elected president George E. Bean, Peoria, Ill.



Richard Graves, executive director of the League of California Cities for the past 19 years, delivered the address at the annual banquet on the subject of "Management in the Third Dimension" which appears in full in the October issue of Public Management. With nearly 500 in attendance, the speech by Mr. Graves ended the conference with a high note of inspiration.

THE INTERNATIONAL CITY MANAGERS' ASSOCIATION
1313 EAST 60TH STREET • CHICAGO 37, ILLINOIS

HIGHLIGHTS FROM THE 40TH ICMA CONFERENCE
ST. PETERSBURG, FLORIDA, DECEMBER 5-8, 1954

December 31, 1954

The 40th Annual Conference of ICMA set a new all-time high record with 427 managers, or slightly more than one-third of all managers in the United States and Canada, in attendance, as compared with the previous high of 368 managers attending the 1952 conference in Kansas City. The total registration at St. Petersburg was 768, as compared with 744 in Kansas City in 1952 and 613 in Los Angeles in 1953.

The purpose of this folder of conference pictures and charts and the enclosed resume of conference sessions is to bring to all ICMA members, whether or not they attended the meeting, some ideas and practices that were reported by managers and others who participated in the sessions. Some managers may want to use the enclosed resume in preparing a report of the conference for their city council.

The general theme of the 40th Annual Conference was the improvement of management practices. The presidential and keynote address by George E. Bean, Peoria, Ill., on "The Future of the City Manager Profession" was presented at the opening session of the conference and was followed by panel discussion sessions on the "Development of Management Personnel", "The City Manager Profession--Problems and Trends" and "The Leadership Functions of the Manager." The population group sessions which have been a regular feature of ICMA conferences for many years were continued and the county managers had a session of their own.

On the second day general sessions were held with panel discussions on Trends in Municipal Finance, Personnel, and Planning, and on the last day another general session was devoted to "Relations of the Manager with the Public." Four interest group sessions dealt with relations with the council, services in fringe areas, fire-police problems, and traffic, parking and transit.

A new feature which proved popular was a special session for the wives of managers on "The Role of the Manager's Wife" at which five wives presented brief talks followed by discussion from the floor. More than 250 managers' wives were in attendance.

The many entertainment features of the conference provided by the Local Host Committee, composed of nine Florida managers and their wives, included a 40th Anniversary celebration, band concert, a play "What a Dream--A Day in a Manager's Life", sightseeing tours and visits to selected municipal facilities in St. Petersburg, special entertainment arranged for the wives of the managers included a luncheon, style show, and various escorted tours.



ICMA OFFICERS AND BOARD MEMBERS

Following the election of new officers both new and retiring board members assembled for this picture. Front row (left to right): Past Presidents J. R. French, Verdun, Que.; Robert W. Flack, Durham, N. C.; Leonard G. Howell, Des Moines, Iowa; Clarence H. Elliott, Kalamazoo, Mich.; newly elected president Ross E. Windom, St. Petersburg, Fla.; immediate past president, George E. Bean, Peoria, Ill.; and Clarence E. Ridley, executive director. Top row

(left to right): Retiring vice presidents Samuel E. Vickers, Long Beach, Calif.; Harold R. Cheek, Springfield, Ohio; Jack Maynard, Ashland, Ky.; Walter E. Seaholm, Austin, Tex.; and W. K. Willman, Pontiac, Mich.; and newly elected vice presidents Elder Gunter, University City, Mo.; H. M. Crane, LaGrange, Ga.; J. H. Wigglesworth, Lawrence, Kans.; James F. Shurtleff, Medford, Mass.; and E. J. Allison, Ogden, Utah. Also on the board is past president Don C. McMillan, Pasadena, Calif., who was at the conference but left early.



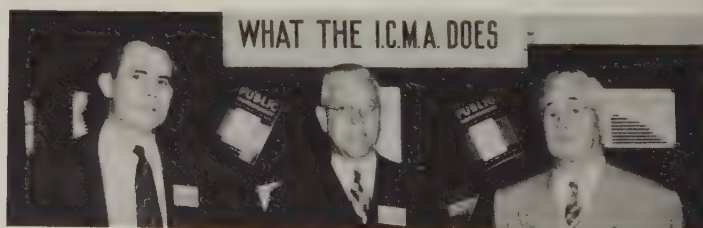
MANAGERS ATTENDING THEIR FIRST ICMA CONFERENCE

Of the 427 managers attending the St. Petersburg conference, 101 were attending their first conference and 75 of these showed up for the above picture which was taken immediately following a special session held for newcomers with ICMA officers and staff on Sunday preceding the opening of the conference. The 101 newcomers were: ALABAMA: Swenson, Mountain Brook. ARIZONA: Davis, Tucson. CALIFORNIA: Bennett, Burbank. COLORADO: Harmon, Boulder; Russell, LaJunta; Sandquist, Aurora; Thomas, Durango. FLORIDA: Bowen, Surfside; Boyd, Palm Beach; Burbridge, Pompano Beach; Burns, Lake Wales; Costello, Lake Alfred; Jewett, Vero Beach; Knowles, Sanford; Lang, Key West; Lane, Tarpon Springs; Lechuk, Bay Harbor Islands; McGurn, Opa-locka; Middleton, Clearwater; Mizell, Leesburg; (Mrs.) Samuelson, Safety Harbor; Scovell, Kissimmee; Shaw, Dunedin; Simmons, Melbourne; Smith, Hallandale; Stewart, Titusville; Watson, Hollywood; Youkey, North Miami. GEORGIA: Burnett, Albany; Craig, Thomasville; Dorough, Quitman; Hartley, Tifton; Watkins, Cartersville. ILLINOIS: Andre, Oak Lawn; Harbaugh, Wood River; Jensen, Savanna; Johnson, Westchester; Rupp, Deerfield. KANSAS: Horn, Concordia; Wiley, Garden City; Wilson, Kinsley. KENTUCKY: Dauley, Owensboro. MASSACHUSETTS: Curry, Cambridge. MICHIGAN: Anderson, Traverse

City; Cartier, Ludington; Chirgwin, Flint; Flynn, Norway; Hanson, Cadillac; Harris, Wakefield; Lingemann, St. Clair Shores; Moody, Fremont; Norris, Springfield; Thompson, St. Johns. MINNESOTA: Madsen, Fridley. NEBRASKA: Cole, Lexington; Kyle, Chadron; Lundy, Kearney. NEW YORK: Blessing, Schenectady. NORTH CAROLINA: Carper, Raleigh; Cunningham, Southern Pines; Hughes, Greenville; Richards, Washington; (Mrs.) Strickland, Carolina Beach. OHIO: Carrell, Xenia; Kugel, Sandusky; McCarthy, Toledo. OKLAHOMA: Harrell, Muskogee; Harris, Ardmore; Hill, Nowata; Williams, Sallisaw. PENNSYLVANIA: Davis, Schuylkill Haven; Lunn, Edgeworth; Paulus, Mt. Lebanon; Petterson, Dormont; Powell, Oakmont; Wenner, Lehighton. SOUTH CAROLINA: Atkinson, Greenwood; Holland, Camden; Kennedy, Rock Hill; Kolb, Sumter. TENNESSEE: Black, Athens; Burkhalter, Elizabethton; Long, Columbia; Quillen, Johnson City. TEXAS: Crull, Dallas; Griggs, Mesquite; O'Dell, Arlington; Oliver, Marshall; Orman, Midland; Pitstick, Kerrville; Shelley, Snyder; Stiff, Irving. VERMONT: Babineau, Randolph. VIRGINIA: Beamer, Wytheville; Edwards, Richmond; Gearhart, Vinton; Werkheiser, Bedford County. WISCONSIN: Henry, Shorewood; Teschan, Fox Point. CANADA: Lemay, Louiseville; McDuff, Montreal-East; Martin, St. Lambert.



At the opening session of the 40th ICMA conference, Robert L. Brunton (left), Milton-Freewater, Ore., delivered the invocation; George E. Bean (center), Peoria, Ill., delivered the presidential address; and Ross E. Windom, St. Petersburg, Fla., chairman of the Local Host Committee presided.



At the general session on Trends in Personnel, Planning, and Finance three well-known specialists in these fields delivered short addresses and served as consultants to the panels. These three men (left to right) are: Edmond F. Ricketts, Public Administration Service, on Personnel; Howard K. Menhinick, Georgia Institute of Technology, on Planning; and A. E. Fuller, county manager of Fulton County, Ga., and former Miami finance director, on Finance.

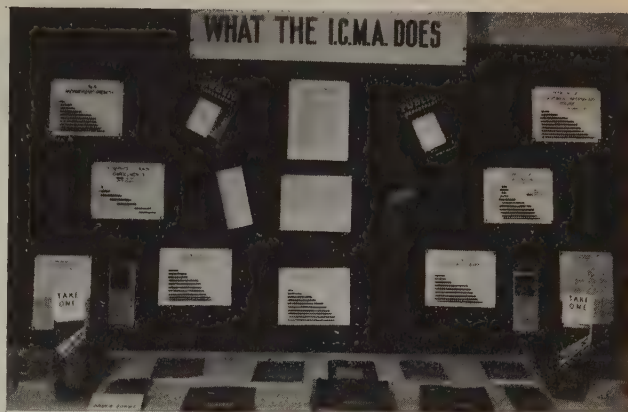


At four general sessions the discussion based entirely on questions submitted in advance prepared by the panels. The panel pictured Personnel" (left to right): Horace H. Edwards, Georgia; L. P. Cookingham, Kansas City, Mo.; C. Hyde, Janesville, Wis.; and Ross Taylor, Okla.; Douglas G. Weiford, South Boston, Va.; J. Deegan, Jr., Quincy, Mass.; Russell E. McClinton, Ore. The panel at the top right discussed "The City Manager Profession--Trends and the Manager with the Public" (left to right): Gerald D. Wilkins, Enid, Okla.; Lubbock, Tex.; John M. Biery, Colorado Springs; Mathewson, Martinsville, Va., chairman. The Two Rivers, Wis.; Thomas F. Maxwell, Columbia, S.C.; Julian H. Orr, Portland, Me.; and Donald

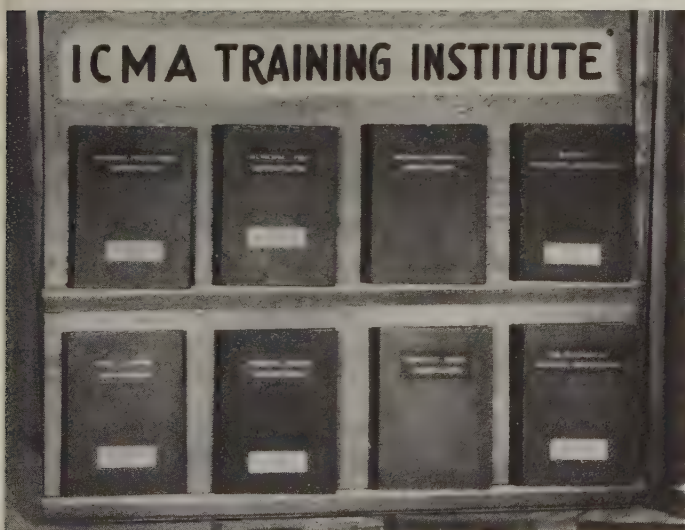
The wives of the five ICMA vice presidents composed a panel which discussed various problems at a session for more than 250 wives on the general subject of "The Role of the Manager's Wife." The panel (left to right): Mrs. W. K. Willman, Pontiac, Mich.; Mrs. Harold R. Cheek, Springfield, Ohio; Mrs. Walter E. Seaholm, Austin, Tex., Director Ridley, who acted as moderator; Mrs. Samuel E. Vickers, Long Beach, Calif., and Mrs. Jack Maynard, Ashland, Ky.



The 40th Anniversary of the founding of ICMA was celebrated at a coffee hour on Sunday afternoon preceeding the opening of the conference. Harrison G. Otis (right), who attended the first annual conference of ICMA in 1914 and was President of ICMA in 1925, made a few brief remarks about the early days of the Association and then cut the first piece of cake which he gave to City Manager Windom of St. Petersburg, chairman of the Local Host Committee.

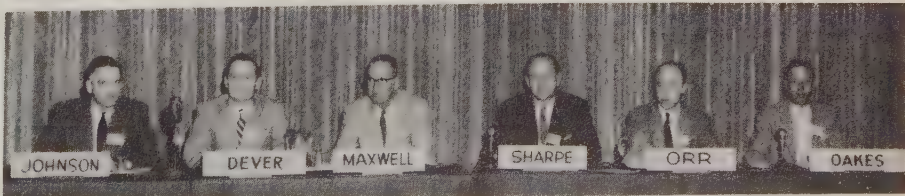
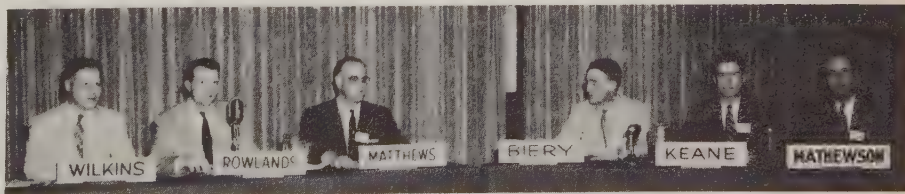


The ICMA exhibit shown above featured Management Information Service, the Municipal Year Book, Public Management, and special reports.



Much interest was shown by city managers in the ICMA in-service training exhibit. The eight management manuals shown above at the left are widely used throughout the country, 5,174 copies having been sold in 1954.

ed to panels composed of city managers and agers after reading reports which had been t discussed "The Development of Management , Va.; Morris W. H. Collins, University of roy F. Harlow, Daytona Beach, Fla.; Warren , Okla. The panel at the bottom left dis- (left to right): Russell W. Rink, Pueblo, rrell, Cincinnati, Ohio, chairman; William Chrlsti, Tex.; and Raymond P. Botch, Pen- rship Functions of the Manager" with (left owlands, Eau Claire, Wis.; Steve Matthews, ; Mark E. Keane, Oak Park, Ill.; and Kent l at the bottom right discussed "Relations W. Johnson, Evanston, Ill.; John E. Dever, arleton F. Sharpe, Hartford, Conn., chair- Berkley, Mich.



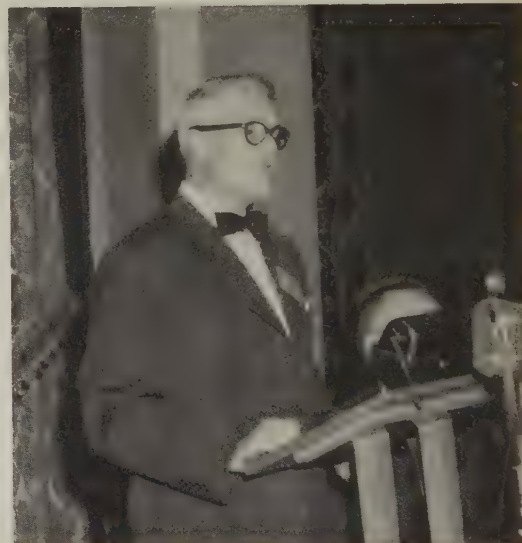


At the conference symposium session on the last afternoon of the conference, 14 managers presented three-minute summaries of the population and interest group sessions with John J. Desmond, Milford, Conn., chairman. The reporters (left to right) are: Walter F. Johnson, Emporia, Kans.; Robert Lovelace, Indio, Calif.; Donald H. Blatt, Newburgh, N. Y.; George F. Miller, Brattleboro, Vt.; N. G. Damoose, Ypsilanti, Mich.; Joseph R. Coupal, Jr., Bangor, Me.; Donald L. Brown, Cheboygan, Mich.; Mr. Desmond; Joseph A. Warren, Jackson, Mich.; Robert Dorlon, Shawinigan Falls, Que.; Howard J. Sears, Charleston County, S. C.; A. A. DeBard, Jr., Halifax, N. S.; R. B. Riddle, Minot, N. D.; and Warren W. Parks, Indian Hill, Ohio. Lohm R. Ficklin, Hayward, Calif., is not pictured.

Eight managers completed a quarter century of manager service during the year and were awarded 25-year certificates. The awards were presented by President Bean at the annual banquet to (left to right): Jay F. Gibbs, Port Huron, Mich.; Theodore M. Wardwell, Hinsdale, Ill.; R. G. Manley, Upland, Calif.; Leonard G. Howell, Des Moines, Iowa; P. H. Beauvais, Allegan, Mich.; L. B. Dutrow, Front Royal, Va.; and Warren D. Toyne, Grand Junction, Colo. The eighth recipient, E. P. Wilsey, Hillsborough, Calif., was not present at the conference. A total of 69 managers have received this honor since these certificates were first awarded in 1943.



President George E. Bean (left) presents attendance cup at annual banquet to John M. Patriarche, East Lansing, Mich., who accepted the cup for the Michigan managers, with 47 of their 97 managers present. California and Illinois tied for second place, and five states received honorable mention: Conn., Fla., Ky., Ohio, and S. C.



Luther Gulick, City Administrator of New York City, delivered the address at the annual banquet on the subject of "Goals of Management." With nearly 700 in attendance, the speech by Dr. Gulick ended the conference on a high inspirational note.

It is hoped that the charts and pictures in this folder have given ICMA members some idea of the activities of their professional organization and of the 40th Annual Conference in particular. The Florida city managers received well-deserved praise for their fine contribution to the success of the conference--the Local Host Committee composed of nine Florida city managers and their wives provided a large cake for the coffee hour at the 40th anniversary celebration, a band concert on Sunday in Williams Park, a play "A Day in a Manager's Life", music

for square and round dancing on two evenings following conference sessions, sightseeing tours and trips to various municipal facilities, and special entertainment for managers' wives.

Plans already are being made for the 1955 Conference which will be held at Bretton Woods, New Hampshire, October 5-8, 1955. The program committee will make use of all suggestions that managers will be kind enough to send in to ICMA headquarters.

International City Managers' Association
1313 East 60 Street, Chicago 37, Illinois

RESUME OF 40TH ANNUAL CONFERENCE SESSIONS
St. Petersburg, Florida, December 5-8, 1954

Most of the 427 city, county, and town managers who attended the conference arrived on Sunday in time to attend most of the "get-acquainted" events of the day. The Local Host Committee composed of nine Florida managers and their wives provided a huge cake and coffee in connection with the 40th Anniversary celebration in the afternoon, which was followed by a band concert in a nearby park. Harrison G. Otis, who attended the first ICMA Conference in 1914, was secretary of ICMA in 1917, and president in 1925, cut the first piece of cake following a brief talk he made on the early days of the Association.

On Sunday evening at a "Welcome to Florida" session, with Ross E. Windom, city manager of St. Petersburg and chairman of the Local Host Committee, presiding, the delegates heard a brief address of welcome from Mayor Samuel G. Johnson of St. Petersburg. Mr. Windom introduced members of the Local Host Committee including John M. Baldwin, Ocala; LeRoy F. Harlow, Daytona Beach; C. Lawton McCall, Miami Shores; William T. McIlwain, Coral Gables; J. Keener Mizell, Leesburg; David O. Payne, Lakeland; Richard G. Simmons, Melbourne; and Kenneth Thompson, Sarasota. The wives of these managers constituted the ladies entertainment committee. The feature of the evening was a play entitled "What A Dream--A Day In A Manager's Life" produced by the Little Theatre Group of St. Petersburg. The play had been written by the late Henry Traxler in 1948 when he was city manager of Janesville, Wis.

The formal opening of the conference came on Monday morning when Mr. Windom called on Robert L. Brunton, Milton-Freewater, Ore., for the invocation and then on President George E. Bean, Peoria, Ill., for the presidential and keynote address. In discussing the future of the manager profession, Mr. Bean emphasized that managers have the job every day of "(1) seeing that services are rendered and physical things are accomplished, (2) making full use of the best techniques of management, (3) practicing the art of management in working with people, and (4) developing a sound personal philosophy toward their work and the democratic process." Mr. Bean traced briefly the development of the profession and suggested how managers could strengthen it and also increase the effectiveness of representative local government. Excerpts of Mr. Bean's address will appear in Public Management early in 1955.

Immediately following the presidential address was a general session on "Development of Management Personnel" with a panel of five city managers and a university professor discussing questions which had been submitted in writing in advance by managers who had indicated attendance. A 3,000 word report prepared by the panel had been sent to all managers attending. This same technique, which is a new departure in ICMA conferences, also was followed at three other general sessions.

Nine population group sessions were held on the afternoon of the first day, and at the same time the county managers had a session of their own. On the second day of the conference panel discussions were held on "Trends in Finance", "Trends in Personnel", and "Trends in Planning". At each session a consultant opened the discussion

with a 15-minute talk on recent trends and current problems, and these three talks are published in the January, 1955, issue of Public Management. Following the talk by the consultant, a panel of managers together with the consultant discussed questions suggested by city managers on their conference questionnaire which was sent out last September. With more than 400 managers in attendance at each of these general sessions it was impossible to permit questions or discussion from the floor. On the evening of the same day, however, these same sessions on trends in finance, personnel, and planning convened as concurrent sessions to discuss questions raised by managers in the audience. The discussions by the panels and at the evening sessions are summarized in this resume.

A portion of the afternoon of the second day was devoted to recreation and tours. Many managers visited the new 250-bed municipal hospital, the new sewage treatment plant, municipal repair shops, and new police department building, while others took a bus trip across the 15-mile Sunshine Skyway.

On the third day was the annual business meeting of ICMA at which the resolutions and auditing committees made reports, the executive director made his annual report, and new officers were elected. This was followed by four concurrent interest group sessions and the discussions by the panels at these sessions are summarized briefly in this resume. In the afternoon came the panel discussion session on "Relations of the Manager with the Public", referred to above. This was followed by the Conference Symposium at which the reporters of the 14 population and interest group sessions presented summaries of the discussions.

At the annual banquet on the last day of the Conference, Luther Gulick, city administrator of New York City and a member of ICMA for 35 years, gave the address on "The Goals of Management" which appears in full in the January, 1955, issue of Public Management. Twenty-five year service certificates were presented by President Bean to seven managers, the attendance cup was awarded to Michigan, and new officers were installed. Just before adjournment, Carleton F. Sharpe, Hartford, Conn., made a short talk expressing appreciation for the 25 years of service rendered by Director Ridley and Assistant Director Nolting and as a tangible expression of this appreciation presented each with a silver service on behalf of ICMA members.

Municipal Management Problems

At four general sessions panel discussions were based on questions city managers had submitted in writing in advance of the conference. The panel at each session was composed of six managers who had collaborated in the preparation of a report ranging from 3,000 to 4,000 words in length. These reports were mimeographed and distributed by ICMA headquarters early in November, 1954, to all managers who indicated they would attend the St. Petersburg conference. These prepared papers were neither read nor distributed at the conference, the entire time of the panel being devoted to discussing questions which managers had previously sent in to the chairman after reading the reports. Brief summaries of the four panel discussions are presented in this resume. The papers prepared by the panels will be published in early issues of Public Management.

Development of Management Personnel. L. P. Cookingham, Kansas City, Mo., chairman, and panel members: Morris W. H. Collins, University of Georgia; Horace H. Edwards, Richmond, Va.; LeRoy F. Harlow, Daytona Beach, Fla.; Warren C. Hyde, Janesville, Wis.; and Ross Taylor, Oklahoma City, Okla. The panel discussed 12 questions which had been sent in by managers and answers given by members of the panel are summarized below.

1. The manager may usurp the function of the council if he trains an assistant to succeed him when he retires or is removed from office unless the council has

specifically participated in the selection of the assistant with the idea that the assistant would succeed the manager who has indicated a definite date for his retirement. The point is that the manager cannot and should not tell the council who should succeed him.

2. If the manager in a community of less than 5,000 population feels that he needs an assistant, he should present his reasons to the council and show how he can do a better job with an assistant, point out that other departments like fire and police have assistants, suggest that he maybe assigned part-time to another job, and at the outset perhaps not indicate him as an assistant, the title not being important.

3. Before a manager recruits a department head from outside the city he should exhaust the availability of qualified persons within the city. If such a person is not available he should be able to make a nation-wide search.

4. City managers should have no difficulty in getting the cooperation of a university or college in conducting in-service training. It was believed that managers located within a radius of 60 miles of the university could get together and organize evening programs or shift classes to other hours more convenient to the personnel. Managers also can encourage correspondence study and make use of TV in training. Instructors supplied by universities, however, should have a practical approach to teaching municipal personnel.

5. Actual performance of management personnel on the job indicates to the manager whether or not there is need for further training. It was suggested that consideration be given to the use of management achievement tests. One member of the panel believed that any manager could safely assume that all management personnel need further training, and furthermore that the manager should be able to recognize weaknesses in his management personnel. The next task of the manager is to determine the training program and the extent to which it should be formalized.

6. Even though a manager is denied the assistance required to give him time for study and reflective thought, he should take it upon himself to find the time even if after working hours. It was felt that if the manager has the right motivation and really wants to bring about self-development he will eliminate such excuses as "I am so busy I never have time." One member of the panel said that the manager should be able to delegate certain work to others who are capable of assuming responsibility for it, in order to relieve the manager and also to provide training for staff members.

7. The city manager should encourage department heads to have assistants or understudies who can assume the duties of a department head in time of emergency and perhaps succeed him when he retires or leaves. Such an assistant, if possible, should be recruited from within the department. In any event the department head should cooperate with the city manager in the selection of the understudy.

8. In a city where the council-manager plan has been recently adopted the manager should concentrate at the outset on selling the council-manager plan to the council and the people before seeking additional management personnel. In some cities, on the other hand, it may be desirable at the outset when radical changes are needed, to take steps to get sufficient personnel to do the job that is required. If the manager waits too long the council and the community may take the attitude that the manager did the work himself during the first year and question the need for additional assistance. It was suggested also that the manager should have an understanding with the council that he is not a superman and cannot do everything himself.

9. The manager should encourage elderly department heads who do not have much formal education or professional training to employ an assistant who is well qualified and who may be able to become the department head when the time is ripe. This

is a difficult task, especially when the department head involved is well thought of in the community and has been on the job a long time. The manager should push any department head for information that he needs and if it is not produced after a reasonable time, the manager can "apply pressure". This reveals to the department head the need for additional help within his department so that he can provide the information the manager needs.

10. In developing an in-service training program it is important to select the time of the week it will be most suitable for management personnel to get together without interfering with their work. One manager suggested that the middle of the week is the best time and that in his city the group meets from 11:00 a.m. to 1:00 p.m. with the city and employees each giving up an hour. The place in which the group meets should be a pleasant and attractive room, located away from interruptions.

11. Regularly scheduled group meetings of all department heads are of benefit to the management team because they provide for an opportunity for the integration of ideas and services. Such meetings enable the manager to impress on department heads the need for a management team and encourage individual thinking. The agenda for such a meeting should be carefully prepared, the manager should see that discussion does not drag, and he should not concentrate on any one department's problems. One member of the panel suggested luncheon meetings and social get-togethers as a means of developing a friendly and cooperative attitude among department heads.

Staff meetings it was thought also enable the manager to pass along to department heads information on actions taken in council meetings. This makes management personnel feel that they are closer to what is going on. One member of the panel felt that staff meetings are desirable when a manager first comes to a city, perhaps at least once a week during the first few months or a year, but thereafter once a month probably would be sufficient. The panel believed that it would not be desirable for department heads to attend council meetings except on request of the manager.

12. It was believed that an administrative assistant to the manager should not feel obligated to stay on the job as long as two or three years, but he should be convinced that it would be to his advantage to stay at least that long so that he will be better qualified for his next job. If the manager wishes to groom one or more of his assistants to become managers of other cities he should have him attend the state municipal league and other meetings once or twice a year, attend short courses and conferences on management, encourage him to keep up to date with literature in the management field, delegate as much work as possible to him and give him an opportunity to discuss management problems with the manager.

The City Manager Profession--Trends and Problems. C. A. Harrell, Cincinnati, Ohio, chairman. Panel members: Raymond P. Botch, Pendelton, Ore.; William J. Deegan, Jr., Quincy, Mass.; Russell E. McClure, Corpus Christi, Tex.; Russell W. Rink, Pueblo, Colo.; and Douglas G. Weiford., South Boston, Va. It was agreed that the best kind of education and experience for a manager is a broad liberal arts education followed by specialized training in public administration, plus an internship. A manager must be able to deal effectively with divergent social problems and should have an understanding of the philosophy behind social legislation of various types as well as basic training in management techniques. Thus the manager needs broad rather than specialized training.

The manager is restricted by what he can do to get an increase in his salary, although it might be possible for him to bring up the matter at the time the budget is being prepared. He should make certain that department heads and other management personnel are paid adequate salaries and the council must feel that he has earned an increase. In some instances the manager has an agreement with the council when he

accepts the manager position regarding their general policy on salary increases for the manager. It was felt that the ICMA can assist by publication of managers' salaries, by making available results of analysis of salaries in other professions, and by emphasizing the need for the council to evaluate periodically the city manager's work.

City managers it was believed could raise their professional standards by following the Code of Ethics, by studying materials made available by ICMA and other organizations, by helping younger men to advance in the profession, by sharing management experiences, and by being completely honest and fair in all their relationships.

When a council repeatedly violates accepted principles of council-manager government, the manager should consider informing the mayor or the council as a whole of these violations and attempt to find out what brought on the condition. It was felt that if the violations are deliberate on the part of the majority of councilmen the manager may have to resign.

In discussing the question of how long a manager should remain on the job in a given city it was believed that there is no specific answer in terms of years, but he should stay long enough to complete a program, should not consider his position as a stepping stone only, because if he does so he hurts not only himself but also the profession and acquires a reputation of not staying and finishing a job. It was believed, however, that there may be instances when because of lack of confidence between the manager and council the manager should resign if nothing can be accomplished by staying on.

It was felt that the city manager should avoid working for the passage of state legislation affecting cities, and that a member of the council, preferably the mayor, should assume this duty, working through the state municipal league, local representatives at the state capital, legislative research council, and so on.

It was believed that the manager should always be nonpartisan so far as party politics is concerned, but in the case of improvement programs and other projects approved by the council the manager would be justified in going before the public and civic groups to work for the acceptance or approval of such projects at the polls.

In discussing the obligations of the city manager to his profession it was felt that city managers should get together oftener in state or local groups to discuss informally various problems that arise and should take more active part in the activities of the ICMA. One manager suggested that the ICMA might set up an ethics committee to assist in enforcing even higher professional standards among managers.

When a manager is removed from office by the city council the manager should insist that action be taken at a regular meeting of the council so that the reasons for the removal can be made public.

In making selections of department heads the manager might well inform the council that he intends to go outside the city if qualified personnel are not available locally, particularly if certain technical skill is required as for example in the selection of a hospital administrator.

Leadership Functions of the Manager. Kent Mathewson, Martinsville, Va., chairman. Panel members: John M. Biery, Colorado Springs, Colo.; Mark E. Keane, Oak Park, Ill.; Steve Matthews, Lubbock, Tex.; David D. Rowlands, Eau Claire, Wis.; and Gerald D. Wilkins, Enid, Okla. It was believed that the manager could make policy recommendations to the council without interfering with the council's function. The council expects the manager to have all the available data on cost, for example, in connection

with any project, and perhaps in some instances he would have three or four alternative plans to suggest. The manager can make policy suggestions informally in such a way that the council feels that they have initiated the project or solution. The manner in which the manager gets his policy recommendations to the council depends on the circumstance and the problem, and in all cases the manager should recognize that the council should make the policy.

Often neither the council nor the public appreciate the value or need of a particular service. Civic groups may appear before the council in favor of adopting a new service or expanding an old one, and the manager must be able to advise the council on the desirability for such action, whether or not such a program can be sold to the majority of citizens as being an essential service, and in all such cases the sense of timing is important.

It was felt that there is a limit to what a manager can do in stimulating citizen interest in the selection of well qualified citizens to run for membership on the council. If there is considerable citizen apathy it was felt that the manager could emphasize to the councilmen who are not running for re-election that something should be done to get qualified citizens to enter the race. It was believed also that the manager can inform leaders in the community of the type of person who should be encouraged to run for the council without indicating who should run leaving entirely to others the selecting of candidates.

The consensus was that managers should not serve on boards and commissions appointed by the mayor or council because such agencies either are policy-forming groups or recommend policy to the council. Instead, the manager should maintain the same relationships with such agencies as he does with his council, although in some instances it may be desirable for the manager to serve as an ex officio member in a liaison capacity between the council and the board. The manager should feel free to give technical advice and guidance to citizen boards.

The city manager should have a policy on the handling of complaints and the department heads should be fully informed on it. If a complainant comes to the manager, the department head in some instances may be called in and the complainant turned over to him for further discussion if this can be done without making the citizen feel that the manager is passing the buck. Department heads should know the city's program of services and should be trained in the manner of handling complaints. When department heads are able to give complainants satisfaction, the manager will be relieved of numerous telephone calls.

In connection with many complaints it might be a mistake for the manager to try to give an answer without knowing all the details involved. This again justifies the manager in going to the department head, but where the manager handles the complaint himself he should by all means give the particular department head involved information as to the complaint and the advice given. The number of complaints can be reduced by publishing the city's policy on the types of special services rendered or available and who is entitled to them and on what basis. The police also can be asked to report such matters as holes in the streets, broken street lights, and so on, so that they can be remedied before complaints are received.

In regard to council meetings it was the consensus that the manager should be seated apart from the councilmen. Managers were warned against developing a too close relationship with any one councilman or with any department head, because the manager cannot afford to create a split in the management team concept. The question as to whether a manager should attend picnics, rallies, and so on, of a non-municipal nature, is up to the manager himself, but he must remember that he is always in the fish bowl and he might be able to get along with councilmen, department heads, and politicians without attending such functions.

It was considered desirable that a manager should be a member of civic groups or clubs, but to accept responsibility as an officer might make him guilty by association, especially where groups endorse programs contrary to the desires of the council.

Generally it is not desirable for a manager to make recommendations to any citizen advisory group. He might sit in on their meetings and serve in an advisory capacity on technical problems only. Likewise, it was believed that the mayor or members of the council should represent the city before a legislative committee rather than the manager, although the manager might help the legislative research group in an advisory capacity.

It was felt by the group that managers have to get along with councilmen and that honest and sincere cooperation is the basis for good relationships. The manager should let the council know that he is eager to do a good job and his only desire is to cooperate with them. The manager should try to be friendly with antagonistic councilmen, and with respect to councilmen make informal suggestions that they might adopt as their own.

Relations of the Manager with the Public. Carleton F. Sharpe, Hartford, Conn., chairman. Panel members: John E. Dever, Two Rivers, Wis.; Bert W. Johnson, Evanston, Ill.; Thomas F. Maxwell, Columbia, S. C.; Donald M. Oakes, Berkley, Mich.; and Julian H. Orr, Portland, Me. The panel agreed that public relations is an intangible aspect of the manager's job, and the manner in which he accepts his responsibility in this field is determined to a large extent by his own personality as well as that of the members of his council. The manager must meet and deal effectively with all types of people. He should be available to the public during office hours and accessible for emergencies at all other times.

It is the manager's duty to appear before civic organizations in order to acquaint the public with municipal policies and procedures. It was felt that the manager should feel free to explain policies of the city council, but that a strong position on policy matters should be taken only after enactment by the council. It was not considered objectionable for managers to belong to civic organizations, provided that these groups do not participate actively in controversial public issues.

The panel concluded that one of the primary elements in public relations is the effective handling of complaints. Attention should be given to the efficient handling of complaints not only through the manager's office but throughout the entire organization. One of the panel members stated that many complaints can be eliminated if the public is adequately informed of changes in existing municipal procedures prior to the changes being effected. A full use of all public relations media for the dissemination of information can do a great deal towards cutting down inquiries and eliminating misunderstandings.

In discussing the use of advisory committees it was concluded that there can be no prescribed rules because some groups have been known to work effectively while others have tended to get into administrative matters. The consensus was that participation by lay people in governmental affairs is important and that properly used advisory committees is one of the best ways to achieve this goal.

The panel agreed that informal meetings of the council are desirable, but no firm agreement was reached concerning the role of the press in relation to such matters. Some panel members felt it necessary for the press to be excluded while others insisted that the newspapers could not be excluded without engendering harmful press relationships. It was agreed that more study should be given to the informal meetings device.

The organization of neighborhood meetings by the city government was held to be a debatable public relations device. Such meetings are difficult to control and can quite easily become pressure groups which work to the detriment of the city as a whole.

The panel favored publication of a popularized annual report but did not consider it worthwhile for a city manager to publish a monthly activity report. It was felt that monthly reports of a high caliber could not consistently be published and that the best practice calls for publication of an effective municipal report once each year.

Current Trends in Finance, Personnel, and Planning

This year for the first time, because all managers wanted to attend all three sessions, the program committee scheduled the "trends" sessions as general sessions instead of running them concurrently. Because of this it was impossible to have questions or discussions from the floor. Discussion was limited to six-member panels including a consultant. Each session was opened with a 15-minute talk on current trends and problems by the consultant, and these talks are published in full in the January, 1955, issue of Public Management. The consultant at the finance session was A. E. Fuller, county manager, Fulton County, Ga., and former director of finance at Miami, Fla.; at the personnel session, Edmond F. Ricketts, Public Administration Service, Chicago; and at the planning session, Howard K. Menhinick of the Georgia Institute of Technology, Atlanta. The discussion at these three sessions is summarized below.

Trends in Finance. George C. Shannon, Anchorage, Alaska, chairman; A. E. Fuller, Fulton County, Ga., consultant. Panel members: John M. Gold, Winston-Salem, N. C.; R. M. Hoisington, Sioux City, Iowa; Elmer W. Prince, Morgantown, W. Va.; and Gerald W. Shaw, Greenville, S. C.

Emphasis was placed first of all on the need for making more effective use of the local property tax as a source of revenue before adopting other types of taxes. Techniques include raising assessed valuations, making certain that all property is assessed, providing good administration, and, where possible, consolidating city and county tax offices. Several panel members stressed the need for enforcing collection to avoid delinquent taxes. The best types of revenues other than property taxes were indicated as direct service charges, a tax on utility bills, a hotel tax, and increased parking charges.

It was believed that sewer service charges should cover the cost of construction as well as operation. A refuse collection charge was not looked upon with favor by the panel, several pointing out that it is considered a nuisance, does not produce much revenue, and generally is politically undesirable and therefore should be adopted only as a last resort. It was pointed out, however, that some cities have been successful in combining sewer and refuse charges in a combined sanitation bill. In adopting any service charge cities should consider whether the city is competing with private enterprise and how much it costs the city to provide the service. One manager who spoke against service charges believed that a better approach would be to adopt either a local payroll or a sales tax.

With respect to capital improvement programs, the panel agreed that it is the job of the manager to sell the council on the need for a long-term program related to the annual and capital budgets and the ability of the city to pay. The local planning commission and perhaps various citizen groups in the city can assist in the preparation of the program.

It was agreed that cities can get better prices on their bond issues by preparing a good prospectus, employing a good bond attorney, by promptly answering inquiries from bond houses, by asking for bids on the basis of wide advertising and publicity, and proper timing of the date of sale of the bond issue.

A question as to whether cities of less than 25,000 population should prepare performance budgets was answered in the affirmative by one member of the panel who stated that such a budget is merely a plan outlining the work of the various departments for the coming year, translating dollars into units of work to be done. Every city, he said, should develop a work program in detail for one year ahead and in somewhat less detail for several years in connection with capital improvement programs.

There was general agreement that all finance activities of a city should be placed in one department, headed by a finance director appointed by the manager. Such a plan makes it possible to centralize responsibility for the handling of cash, reduces the amount of record keeping, makes possible maximum use of mechanical devices, and results in better coordination and control of various finance activities. Among the finance procedures which can be mechanized to achieve economy are the handling of assessment rolls, tax billing, utility accounting, payrolls, and voucher checks.

A final question was related to school costs and what the manager and council can do about them when the school board is separate from the city. It was believed that the council and manager should acquaint citizens with the facts regarding school costs, as compared with municipal costs, that steps should be taken to work with the school board in combining certain facilities and services wherever possible, and making use of joint staff services. It was pointed out that in many cities school authorities had done a better job than the city in selling the citizens on the need for additional taxes and that perhaps city officials can learn something from the public relations methods of school systems.

Trends in Personnel. Ray W. Wilson, Phoenix, Ariz., chairman, and Edmond F. Ricketts, Public Administration Service, Chicago, consultant. Panel members: E. J. Allison, Ogden, Utah; Elder Gunter, University City, Mo.; F. A. Jacocks, Savannah, Ga.; and H. D. Weller, Lodi, Calif. It had been pointed out by Mr. Ricketts in a short talk at the opening of this session that employee organizations are on the increase and that in the future municipal officials will see wider use of bargaining agreements and demands on the part of employees for more security of tenure, more fringe benefits of various kinds, and a shorter work week.

In discussing the best policy with regard to agreements with employee groups, the panel believed that there should be no written agreement with a specific group representing perhaps only part of the employees, but that all the employees should be included in any negotiations. If possible, the manager should avoid dealing with outside labor organizations and deal only with municipal employee groups.

Group training of municipal personnel on the job should be "down to earth" and made interesting to the employees who are taking the training. One manager said he obtained good success with taking motion pictures of employees at work and showing the films to the employees so that constructive criticism could be developed. The group favored the conference method of instruction and the use of visual aids.

On the question of preparing a position classification and pay plan, it was considered highly desirable to employ outside consultants. One manager indicated that in this type of work an objective approach is needed, and that this can best be accomplished by bring in specialists who have no connection with the city or its personnel.

Department heads and administrative assistants to managers should not be included in civil service regulations because it was believed that managers should have freedom in the selection of key people and should not be bound by inelastic regulations.

Employee grievances can be handled best within the department or by the personnel office so that most such grievances can be settled before they reach the status of

formalized complaints which must be reviewed by the personnel or civil service agency. It was believed that it is the duty of the manager to see that department heads understand the procedure to be followed and that careful consideration is given to every employee grievance.

City employees can be given a better understanding of management problems if the manager meets occasionally with employee representatives to discuss problems in which employees have an interest. It was emphasized that a good employee training program is perhaps the best single method of acquainting employees with problems of management. One or two managers reported the effective use of news letters and an occasional attitude survey to determine employee opinion on important questions.

Another question discussed by the group was extent to which cities should pay hospital insurance costs. It was noted that there is a trend toward city participation in the cost of such programs, but it was agreed that under present conditions the city probably should not contribute more than 50 per cent of the cost and that this policy would be applicable only to the employee.

Finally, in discussing other questions the panel took the following positions: (1) It is difficult to control sick leave and the answer to this vexing problem is not to be found in giving vacation credit for unused sick leave. The best way to prevent sick leave abuses is to have a public health nurse check on employees who frequently remain home because of alleged illness. (2) Department heads should be given a wide latitude in the selection of subordinate employees. (3) An employee rating system is basically a good practice but many cities do not administer it well and this is harmful to the underlying philosophy of merit ratings. Merit ratings have many advantages and one of the most important is the increased prestige and authority given the supervisors. (4) The coffee break appears to be a national institution and should be accepted as such. One control is to prevent too many employees from leaving the office at the same time. One member of the panel suggested that the city provide the coffee and serve it to employees at their desks.

Trends in Planning. Herbert W. Starick, Dayton, Ohio, chairman, and Howard K. Menhinick, Georgia Institute of Technology, consultant. Panel members: Ted B. Adsit, Salinas, Calif.; Hayden B. Johnson, Poughkeepsie, N. Y.; John M. Patriarche, East Lansing, Mich.; and Henry Rolfes, Helena, Mont.

The discussion started off on the topic of developing citizen interest in long-range community planning. This can be done best by dramatizing the problems of the city and the area and the need for making some plans to solve them. It was emphasized that planning should be done on a continuing basis, that it is now a regular governmental function, and that it should be tied closely in with the office of the city manager as a staff aid to the manager. Because of this it was believed that a separate planning agency is no longer necessary in most communities and that a planning staff under the manager would serve better both the manager and the council. Many planning jobs such as mapping, statistical surveys, and other types of studies can be done by engineering, public works, police, fire, and other departments of the city.

Whatever planning agency the city may have, it is essential that the manager take the leadership in seeing that all departments make full use of the facilities of the plan agency. In cities where there is a separate planning commission, the manager should work closely with the commission. There was no agreement by the panel as to whether the manager should serve on the planning commission, but if he is a member he should not have a vote, for the reason that he should not be committed on matters that will come before council for final action.

It was the consensus of the panel that cities where separate planning commissions have been created should limit to some extent the authority of the commission. It was

suggested, for example, that administrative functions of the agency, such as land subdivision control for example, should be assigned to regular city employees so that the plan commission does not spend a disproportionate amount of its time on trivial zoning and subdivision matters. The planning board, it was believed, should never serve as a board of zoning appeals. The plan commission, it was believed, however it might be organized, should assist the city manager in long-range planning rather than devote most or all of its time in reviewing zoning changes and other routine but time-consuming matters.

Every city should adopt regulations requiring new subdivisions to install utility services. Where such requirements have been adopted the homeowner is protected because his purchase of property thus covers all costs and protects him against unexpected special assessments for streets, sidewalks, water lines, and other utility installations. Subdivisions outside the city limits also should be controlled either by extra-territorial jurisdiction of the city or by a city-county planning commission.

How can a small city with limited funds best attack its planning problems? The panel suggested four methods in preferential order: (1) hire a junior planner with the help of an outside consultant; (2) hire a planner to work on a joint basis for two or more cities in the area; (3) use federal government aid now available through official state planning commissions under the Housing Act of 1954; and (4) use local resources (school children, boy scouts, civic groups) to do survey work with the help of an outside consultant.

Special Interest Group Sessions

Many of the topics suggested by city managers for discussion at the 40th Annual Conference, in replying to the conference questionnaire sent out in September, 1954, could be grouped under four major headings and for this reason the program committee scheduled four concurrent interest group sessions on the morning of the third day of the conference. Each session was headed by a panel of six city managers, one acting as chairman and one as reporter. The highlights of each session are reported below.

Relations with the Council. Donald P. Wolfer, Fort Lauderdale, Fla., chairman; Lohn R. Ficklin, Hayward, Calif., reporter. Panel members: Bernal B. Allen, Auburn, Me.; Woodbury Brackett, Concord N. H.; Allen L. Torrey, Amherst, Mass.; and C. A. Miller, Saginaw, Mich. The chairman pointed out that there is no set formula for good relations between the manager and council. It was agreed, however, that it is unwise for a manager to be too friendly on a social basis with any one member of the council because such a relationship would generate resentment on the part of other members of the council. One member of the panel suggested that the manager should not prepare speeches for the mayor or councilmen but on request should provide any facts or information which could be used in such speeches.

The consensus of the group was that only when neither the mayor nor a member of the council assumed community leadership should the manager permit himself to be drawn into the position of spokesman for the council, and when he assumes such a role it should be done with caution and with approval of the council. The manager should keep the council fully informed on all municipal affairs. He should not leave to the local press the reporting of significant matters on which the council should be informed in advance. It was felt by the group that failure of the manager to keep the council fully informed could result in the removal of the manager.

It was the consensus that any distrust between the manager and council generally arises from lack of understanding between the manager and council, which in turn is often based on the lack of full information. It was agreed also that the council should not be embarrassed in the presence of their constituents or placed in the target

area of a new pressure group without adequate forewarning. A manager can be of assistance by preparing or assisting with the preparation of the council meeting agenda. Several managers suggested that either the agenda or a separate letter should be used to set forth a summary of the pros and cons of the various matters to be considered and to answer the questions of who, what, when, where, why, and how, together with the recommendations of the manager. In other words, the manager should see that councilmen are informed.

It was suggested that new councilmen be provided with copies of the city charter or basic law, organization charts, important ordinances, and visits to various departments when they first become members of the council. One manager also called attention to the fact that ICMA will soon (Feb. 1955) publish a Handbook for Councilmen in Council-Manager Cities.

The manager should expect to make recommendations to the council on policy matters and he should have a sense of proper timing. Managers were warned not to discuss controversies between council members with the public, that managers should expect delays by the council in adopting recommendations. One manager suggested that merely presenting ideas and suggestions to a council generally would lead some councilman to present at a later meeting the same idea as his own and for which he could take credit. At the close of the session managers were advised that if council relations deteriorate the manager should look into the mirror rather than the microscope to find the remedy.

Services in Fringe Areas. Harold J. Martin, Ontario, Calif., chairman, and Donald H. Blatt, Newburgh, N. Y., reporter. Panel members: Frank H. Backstrom, Tacoma, Wash.; Edmund L. Engel, Albuquerque, N. M.; Austin P. Hancock, Abilene, Tex.; J. Harry Weatherly, Guilford County, N. C.

The panel agreed that the first goal should be for the various units of local government in a metropolitan area to determine the extent of overlapping of services and to decide which local agency or government can best provide a particular service. It was believed that if some reallocation of services could be achieved, it would then be easier to determine whether annexation would be desirable or whether service to outside areas by another governmental unit might be more advantageous from the point of view of both the central city and the fringe areas.

Where annexation of fringe areas is desirable the central city can encourage such steps by charging higher rates for services supplied, by placing a limit on services provided, or by setting up legal controls over outside areas. The central city in taking such steps should publicize fully the reasons for annexation and point out the advantages as well as disadvantages.

In exercising control over the provision of municipal services in fringe areas, it was urged that cities, where such controls can be set up outside the city limits, or in other cases the county government, should adopt a firm policy on setting up adequate subdivision regulations for unincorporated areas even to the extent of requiring full financing by the developer. It was the consensus, however, that no one solution would solve the problem in all fringe areas and that the procedures followed in any particular area should be based on thorough study. After a policy has been adopted the government supplying services to the fringe area should set as high standards as possible within the ability of the citizens of the area to pay for the service.

Fire-Police Problems. James R. Townsend, Greensboro, N. C., chairman, and Joseph R. Coupal, Jr., Bangor, Me., reporter. Panel members: Harold V. Reilly, Hackensack, N. J.; Harold K. Schone, Oak Park, Mich.; Charles F. Schwalm, Hamilton, Ohio; and J. A. Willman, Columbus, Ga. Apparently city managers prefer to have fire and police chiefs report directly to them instead of to a director of public safety because a poll of the

60 managers present showed that only four managers have a public safety director. One manager who favored the idea of having a public safety director believed that it tended to remove the uniformed forces from political pressure, offered the possibility of achieving better police and fire administration, and made possible a higher degree of coordination of the two uniformed forces without having a fully combined department. The consensus, however, was that the solution in any particular community depended upon local circumstances.

Considerable discussion was devoted to the feasibility and justification for the integration of fire and police departments. It was believed that integration would keep the men more fully occupied, provide shorter working hours, and save manpower in eliminating duplication of communications personnel, training personnel, and so on. Integration, it was thought, would be more feasible in residential and downtown commercial areas and also in smaller rather than in larger cities. It was believed by the panel that some of the problems that needed to be overcome included differences in technical knowledge required and readiness of the fire fighter when doing police duty.

In discussing use of one-man police patrol cars, it was the consensus that two men are justified only when there are particularly serious hazards and that one-man cars not only offer substantial savings but also result in better service. Difficulties arise mainly in connection with selling the plan to council, the police department, and the general public. Emphasis also was placed on the need for training men in the proper methods of operation with one-man cars before changing over completely to such a plan.

With respect to work hours for uniformed departments, it was agreed that the trend is in the direction of fewer hours and that members of the police force probably should work the same number of hours as other municipal employees. It was felt that a somewhat different situation exists with regard to firemen who actually do not work all the time but are rather "on duty" and that perhaps a duty week of 62 to 68 hours would be comparable to a 40-hour work week. In some cities it was thought that work hours established should be sufficiently attractive to allow the city to compete with industry in recruiting personnel.

In discussing public emergency communication systems, there was considerable interest as to whether in the future radio, telephone, or electronic systems would replace the present telegraph box alarm type of system. While no conclusions were reached, it was pointed out that the National Board of Fire Underwriters still seems to lean toward the telegraph system.

Traffic, Parking and Transit. O. W. Campbell, San Diego, Calif., chairman, and R. B. Riddle, Minot, N. D., reporter. Panel members: Elgin L. Crull, Dallas, Tex.; Arthur S. Owens, Roanoke, Va.; Oliver J. Semmes, Jr., Pensacola, Fla.; William B. Webb, Pocatello, Idaho; and D. Grant Mickle, Automotive Safety Foundation, Washington, D. C., consultant.

Greatest interest was centered on mass transit service. Most of the cities represented were faced with the problem of either subsidizing the local transit company or of taking over the provision of such service as a municipal activity. One manager proposed that the local transit company be paid a standby charge similar to the minimum or demand charge made by other local utilities. It was suggested also that perhaps the local transit company should no longer be considered a utility but should be allowed to operate as a private business. It was pointed out that where this has been done business has picked up and profits are being made.

In one city where fares had been reduced the increased patronage did not offset the losses sustained. It was believed that attractive service is a more important

factor than cost, and that in some places subsidy by business concerns rather than by government would be preferable, and that every possible attention should be given to providing fast, comfortable service to encourage use of mass transit instead of private automobiles. It was concluded that the national trend definitely is toward either subsidy or municipal operation and that perhaps public operation would be preferable.

With regard to movement of traffic in business districts it was agreed that curb parking should be completely prohibited when traffic becomes so heavy that additional space is needed for moving the traffic. A street has three functions, viz., providing access to business houses and residences, providing circulation of traffic, and providing through movement and a careful survey would have to be made to determine which streets performed these services.

A discussion of off-street parking indicated general agreement that the best method of financing such parking would be by private capital and that wherever possible the local government should limit its activity in this field to making studies of the need for parking areas and to exercising control through zoning. It was pointed out, however, that an increasing number of cities are finding it necessary to provide off-street parking facilities and that many cities are successful in financing such service from parking revenues. Some managers believed that cities should give more attention to requiring off-street parking and loading zones, depending on the size of the city and needs of the business district, pointing out that if too many restrictions are placed on business such business may be forced to move into shopping centers away from the high value business section.

A discussion of traffic regulations revealed agreement that a traffic violations bureau should be established, and emphasis also was placed on the need for setting up a follow-up system for violations if the effectiveness of traffic enforcement is not to be nullified. Use of women as traffic guards was reported by a number of cities but it was believed that there is no particular advantage and that after a short time they would demand the same salaries paid to regular patrolmen. One manager reported that the uniform traffic ticket system used by several hundred cities had many advantages, while others believed that the only advantage would be to get a better score with the National Safety Council.

The proper organization for traffic engineering in the larger cities of over 100,000, it was suggested, is a separate traffic department headed by a traffic engineer appointed by the manager. In cities of 50,000 to 100,000 the traffic engineer might be a staff member of the city engineering department working in conjunction with the police. In cities of 25,000 to 50,000 an engineer might be developed as a traffic specialist, while smaller cities might use state services in making studies along with the police and engineering departments. Whether a city should have separate street and traffic departments depends largely on the size of the city; in any case, engineering, police, and street operations need to be coordinated.

Population Group Sessions

City managers spent part of the afternoon of the first day of the conference in nine concurrent group discussion sessions based on the population of their cities with each session attended by 40 to 50 managers. At the same time the county managers held a session of their own.

Cities Under 4,000 Population. W. C. deCordova, Livingston, Tex., chairman, and Warren W. Parks, Indian Hill, Ohio, reporter. The first question discussed was the method of financing municipal cemetery operation and it was believed that wherever possible cemeteries should be on a self-supporting basis, with revenues derived from the sale of lots, perpetual care, and in some cities profits from monument sales.

Considerable interest was shown in supplying fire protection service to outlying areas. Most of the cities represented provide for such service at fixed charges per run, but a number of cities base the charge on annual millage assessment on the area covered. The manager of one city reported that property owners living outside the municipality pay for fire protection service through a rider attached to their insurance policies which provide that the insurance company pays a stipulated amount for fire protection when furnished.

On the question of billing for utility service, it was revealed that most small cities bill monthly rather than quarterly. The use of mechanical billing was advocated by managers of small cities which have used machines for this purpose and it was pointed out that such machines can be used for other work also.

In discussing sources of low-cost technical and professional assistance available to small cities, in addition to services provided by their professional organization and state municipal league, it was pointed out that nearby universities and technical schools provide much assistance, that certain types of help can be secured from county and state departments, that large neighboring municipalities often are glad to loan technical assistance on a short-time basis, and that private industry and certain national industrial institutes provide assistance on request.

In discussing other subjects, it was believed that there is too much red tape in getting assistance from the federal government for disaster relief and that quite often the assistance is delayed and inadequate. A discussion of sick leave and vacation practices revealed that there is a tendency toward increasing such allowances.

Cities Between 4,000 and 6,000 Population. Allen B. Carter, Elko, Nev., chairman, and Donald L. Brown, Cheboygan, Mich., reporter. Of most interest to this group were the problems connected with the planning, construction, and financing of sewage treatment plants. In most cities revenue bonds are voted by the people after council action. Some cities receive considerable financial help from state or federal agencies that own property in the city. It was the consensus of the managers that general obligation bonds are preferred for construction of the plant and that sewer rental charges should cover operating expenses.

In discussing methods of giving city employees merit pay increases without a general pay raise for all employees it was agreed that a job classification and pay plan is the basic essential. A number of cities reported that their state municipal league had assisted them in preparation of such plans.

Considerable time was devoted to discussing methods of getting engineering services--how to select a competent engineering firm and how to protect cities from costly errors. It was agreed that the best policy is to hire the best talent available and also to have plans for major projects checked by a disinterested firm or by a state agency before letting construction bids. It was the consensus that the best engineering service often results in better bids for the construction of the project.

Conclusions on other subjects discussed were: Good building codes and zoning ordinances are essential to the prevention of blighted areas. In cities with private power companies, street lighting extensions should be financed by the private utility with the city paying the cost over an extended period of time. Using citizen advisory boards in connection with community planning makes it easier to sell projects not only to the council but also to the general public.

Cities Between 6,000 and 9,000 Population. Leon Carver, Henryetta, Okla., chairman, and Robert Lovelace, Indio, Calif., reporter. The subject of most interest was the handling of citizen complaints. Consensus of the group was that many complaints

would never be made if citizens would have full information on the services that the city renders and also on services it does not render and why. The managers of several cities reported good results by having a prepared service information sheet which is given not only to new citizens but to citizens who call at the city hall. This procedure it was said eliminates requests for services which the city doesn't perform.

Other methods of reducing the number of complaints are: constant administrative review of activities, correcting situations which might produce complaints before such complaints materialize, and carefully analyzing all complaints that are received. This enables the city to take action on the basis of the type and source of complaints received. Emphasis was placed on giving full publicity to corrective measures taken on complaints through press releases, press conferences, special reports, and radio and TV programs.

Another topic discussed was the control of meter readers who do not properly perform their work. It was agreed that spot checks by meter reader inspectors is desirable and that either meter readers or routes should be changed frequently.

It was believed that more effective work could be performed by policemen if they are given basic training in firemanship and by equipping patrol cars with various types of extinguishers. Policemen in a number of small cities answer alarms and extinguish fires, and if more help is necessary it is summoned by radio. It was felt that the few seconds lost in response to a big fire were more than compensated for by savings in expensive runs of large apparatus, by reduction in full-time fire personnel, and by avoiding the night siren nuisance.

Another subject discussed was the joint use of facilities by several cities. It was believed that some types of heavy equipment could be rented by towns from the county government and that certain items could be obtained through the purchasing agent of large nearby cities to increase their bulk and thus reduce the net cost to all units. Other instances of cooperative arrangements reported by several managers indicated that this approach to providing public services often enables the cooperating cities to effect important savings.

Cities Between 9,000 and 12,000 Population. Walter J. Hoffman, Glenview, Ill., chairman, and George F. Miller, Brattleboro, Vt., reporter. The first topic discussed was relationships between the manager and council and it was agreed that the burden of getting along well with the council rests on the manager. The manager must be sincere and honest in his dealings with the council and use tact. Finesse and adroitness also were mentioned as essential characteristics for a manager. Informal council meetings were mentioned as helpful in establishing better relations between the manager and council. Other methods mentioned were occasional bulletins to keep councilmen informed. It was agreed that the manager should cooperate with the council and should not take controversial issues over the heads of the councilmen to the people.

Requests for special types of service were discussed and it was agreed that a city should establish firm policies regarding special services and give citizens full information with respect to such policy. It was believed that the city should not compete with local business in such matters as opening of connecting sewers and construction of sidewalks and drives. It was the consensus that police officers should be trained and instructed to observe and report to proper departments on such matters as missing lights, missing or mutilated signs, and hazardous conditions in the streets or walks so that conditions may be corrected before they irritate citizens.

The liveliest discussion of the group centered on police cars and it was agreed that the public generally will not support the use of higher priced cars for police work. Managers of most of the cities represented purchase one of the three low-priced

cars and generally use six-cylinder instead of eight-cylinder models. Light cars generally are traded in at from 30,000 to 40,000 miles, although many cities keep them much longer. One manager in the group rented cars for police work but did not have sufficient experience to report results.

The need of good subdivision regulations was emphasized by a number of managers. It was agreed that the subdivider should pay the entire cost of extending services and making improvements and that he should either post cash or a performance bond for the completion of the work before building permits are issued. It was agreed that when long-range plans indicate the need for larger service lines than warranted the city should pay the additional cost.

In discussing the extent to which cities should induce industry to locate within the city, it was agreed that the function of the city council is to provide the kind of city an industry will choose to move to. While the manager can cooperate with the chamber of commerce he should not advocate any financial concession by the city to secure an industry.

It was felt by the group that managers are overburdened through membership on too many boards and committees. While managers may not be able to give up contact with such boards, they might be able in some instances to cut down the number of boards and committees and in other instances delegate a department head or an assistant to attend and report back on meetings.

A city should use outside consultants, it was agreed, when it does not have the people with required skills or sufficient time to do the job. Outside help also is desirable on such "hot" problems as position classification and pay plans. It was felt also that finance consultants can be of great help to cities on bond rating and sales through specialized knowledge of marketing procedures, although sometimes a manager and a local attorney can do just as well. Small cities, it was believed, should make greater use of advisory services available from state municipal leagues, state agencies, and other sources.

Cities Between 12,000 and 18,000 Population. James L. Galloway, Park Ridge, Ill., chairman, and Walter F. Johnson, Emporia, Kans., reporter. The topic of most interest to this group was methods of preparing a long-range improvement program. It was the consensus of the 42 managers present that such a program should cover all the needs of the city, that the planning commission from this list should set up a priority schedule, that outside consultants could be of great assistance to the planning agency, that the city manager or his staff should participate in all planning meetings, that the program should cover at least five years, and that revisions should be made each year to take into account changing conditions. It was believed also that a financial study should accompany any long-range plans and that consideration should be given to the over-all tax rate, including other taxing units such as school and county.

Improving police organization and methods was the next topic discussed by this group. One-man patrol cars were favored for daylight hours and two-man cars for certain night hours in hazardous locations. Several managers reported good results with the use of auxiliary police to supplement the regular force during night hours. It was pointed out that certain equipment for auxiliary police is provided under the civil defense program.

A discussion of joint arrangements in the provision of municipal services revealed that all communities represented participate in some joint service with the township, county, or some other public agency, including such services as road maintenance, health and welfare problems, fire protection, police, collection of taxes, and so on. The group felt that it is the responsibility of the manager to encourage joint participation in the provision of services wherever possible in order to avoid overlapping or duplication of service and to effect economies.

The economic base of the community, it was believed by the group, should be studied in connection with the preparation of a long-range community program previously discussed. It was pointed out that sound planning could not be done without a clear knowledge of both the economic base and the tax structure. The economic study should be conducted under the supervision of a consultant.

Cities Between 18,000 and 24,000 Population. J. H. Wigglesworth, Lawrence, Kans., chairman, and N. G. Damoose, Ypsilanti, Mich., reporter. Managers in the group favored the use of service charges in place of general fund appropriations for services that can be measured in spite of the difficulty of establishing sound criteria for the numerous exceptions and special cases. Consensus of the group was that satisfactory formulas can be evolved that are acceptable to the citizens, and it was believed that in view of general tax limits most cities in the future would be obliged to develop service charges for other municipal activities. Sewer service charges have been widely adopted and some cities are now extending the charge to refuse collection and disposal.

A discussion of supplying services to fringe areas revealed that most managers believe that supplying or withholding municipal services neither retarded nor enhanced the possibility of annexation. It was believed, however, that a city is justified in charging much higher rates for services supplied to areas outside the city.

In considering the facilities which subdividers should be required to install, it was the consensus that municipal officials working through their state municipal leagues and other organizations should oppose current attempts by national real estate development organizations to obtain state or federal legislation which would limit or restrict the city's authority in this field. It was reported that the goal of these real estate groups is to upset municipal subdivision regulation and control, it being their contention that the cost of providing public services should be borne by the entire community "as the price it must pay for growing pains." It was the consensus of the group that if such a national campaign had any real success it could very well play havoc in municipal budgeting and impose an unfair financial burden on cities.

The practice of cities in offering tax incentives and other subsidies as an inducement to industry was considered of doubtful value. It was pointed out that such a policy would create inequities between taxpayers and it was felt moreover that the tax factor itself comes far down on the list of items considered by industry in evaluating a new location.

In discussing the codification of city ordinances it was the consensus that every city should undertake this task and that professional help should be engaged. The final topic discussed was the use of car rental plans as compared to the purchase of cars and trucks and it was agreed that car rentals might best be used in connection with police patrol cars and other high mileage uses.

Cities Between 24,000 and 35,000 Population. H. H. Kramer, Middletown, Ohio, chairman, and Robert Dorion, Shawinigan Falls, Que., reporter. Most of the cities represented in this group require subdividers to provide all utilities including park sites, although a few cities reported allowing a rebate of 50 per cent for five years on the cost of certain facilities but not for pavements.

In discussing municipal activity in attracting new industries, it was agreed that good municipal facilities are an excellent inducement and that a city could also sponsor an economic survey and make the results available. The managers of several cities reported having set up industrial commissions, while a few make appropriations to their local chambers of commerce.

Whether cities should use force account or contract for construction work depends to a large extent on whether the city has the necessary equipment. It was believed

that wherever the city can do work more economically that the city should undertake to do the work with its own staff; it was pointed out that contractors must make a profit. But for large construction projects contracts seem to provide the best method, considering the availability of trained personnel. Some cities reported the practice of submitting a bid when calling for bids from contractors.

In discussing police activities it was revealed that many cities in the group use one-man patrol cars during daytime hours with two-man cars being limited to graveyard shifts. Larger cities have traffic engineers in the police departments. Women are widely employed for checking parking meters and at school crossings. None of the cities represented rent cars for police work. With respect to civil defense it was agreed that this should be combined with preparations for any type of disaster.

Cities Between 35,000 and 60,000 Population. R. E. Froneberger, Spartanburg, S. C., chairman, and Joseph A. Warren, Jackson, Mich., reporter. The topic of most concern to the 30 managers attending this session was the relative advantages and disadvantages of one-man operation of police cars. Practically all cities represented use one-man operation during daytime hours and many use one-man cars around the clock. The consensus was that one-man operation around the clock is practical, provided that special training is given to both patrolmen and dispatchers. Such training includes when and how to call in for additional assistance. Dispatchers need to be trained in when to send more than one car. One manager pointed out that there is no more need for two men in a patrol car than there is for two men on foot patrol. One man in a patrol car with two-way radio at his fingertips is safer and can do better work than one man on foot patrol.

A discussion of the provision of municipal offstreet parking revealed that this municipal activity in at least one city resulted in an increase of 700 per cent in assessed valuation of lots and buildings in the vicinity of the new parking lot. The manager of one city reported that city-owned lots are left on the assessment rolls and the city pays in lieu of taxes from revenues from the lots.

A discussion of minimum housing standards revealed that the United States Public Health Service has prepared a standard housing code and provides a consultant on request from any city.

Civil defense organizations it was revealed have been set up in most cities on paper, but citizen support and interest in civil defense is lacking. Some managers spoke critically of federal leadership or lack of it in the civil defense field. It was believed that if a city is prepared to cope with a local disaster, such as a flood, hurricane, or tornado, it would be essentially prepared for any leadership action in the civil defense field.

A discussion of fire and police communications systems showed that most cities are marking time with regard to existing systems if they can be kept in repair and are awaiting further developments in this field. It was pointed out that telephone systems are obtainable only on rental basis and hence quite costly. It was the consensus that experiments now being carried on with ground-wave and radio-type systems in Phoenix, Ariz., and San Jose, Calif., hold great promise for the future.

Reporting to the public through TV programs it was believed offers great opportunities for cities to publicize municipal activities. Several cities reported the use of both radio and TV programs, and it was pointed out that the latter type of program requires a great deal more work in the preparation of visual aids to make TV programs worthwhile. One manager stated that a successful program in his city was to ask for questions to be sent in about municipal affairs which would be answered on the next program.

Cities Over 60,000 Population. Henry A. Yancey, Charlotte, N. C., chairman, and A. A. DeBard, Jr., Halifax, N. S., reporter. Most interest in this group of 75 managers was on the question of car rental vs. purchase of motor equipment. There was no agreement on the best practice, several managers reporting successful experience in renting police cars and others preferring to buy cars but to contract for maintenance at a cost of 3/4 to 1 cent per mile. Under such arrangements police cars generally are turned in at the end of one year and other cars every three years.

Urban rehabilitation next came up for discussion and it was agreed that the new federal law would have to be tested in the state supreme courts. Where decisions have been rendered the issue of bonds has been declared valid. It was believed that rehabilitation activities should be undertaken by cities even though the city does not break even on costs.

Considerable interest was shown by the group in combining building inspection services not only with regard to administration of such services but also on the actual inspection work. Consensus was that the same personnel could be trained to do many types of building, electrical, and plumbing inspection, especially on residential construction but specialists might be necessary for larger buildings.

The use of citizen advisory committees as a means of gaining public support for special projects was favored, but a general standing or permanent advisory committee was not recommended. Several managers warned against having too many advisory committees which would result in diffused responsibility and lack of interest by members of the committees.

Managers in the group who had attended the White House Civil Defense meeting in Washington just prior to the conference were able to state that the problem was under continuous study but since they were not permitted to take notes and information was semi-restricted they were not able to give details. It was suggested that civil defense could include broad disaster plans which it was believed every city should undertake to prepare. It was felt that city employees are the first line of defense since they are accustomed to handling emergencies daily.

The manager of one city reported that he had sent an investigator to study a number of disasters in other cities in his area with the result that he had been able to set up a better organization. It was considered important that any disaster plans should include an inventory of sources of food, medicine, and equipment, and other critical materials which could be needed in the case of a disaster. The manager of Miami at the close of the session generously offered his complete disaster plans for New England managers since hurricanes had by-passed Florida during the past season.

County Managers. T. M. Heggland, San Diego County, Calif., chairman, and Howard J. Sears, Charleston County, S. C., reporter. It was the consensus of the county managers that some cooperation or joint action by municipal and county planning and zoning groups is highly desirable. Success was reported with city-county planning boards and in one county the city planning board furnished staff and technical service for drafting a county zoning ordinance, while the manager of another county indicated that an independent planning board in the county and the planning agencies of several cities within the county had formed a planning congress made up of representatives from each agency and met four times a year to compare and coordinate their independent planning activities. It was believed by the group that the model state and regional planning law which the National Municipal League plans to publish shortly would be of wide interest because of the recent impetus given by federal legislation under which planning assistance is provided to localities through the states.

A discussion of intergovernmental cooperation in providing essential services showed that public health services had been consolidated or taken over by the county in

many places with the county assuming finance and administrative responsibility for this function. Some counties have taken over tax assessment and collection for all cities within their boundaries. Discussion revealed that in the counties represented in the group, public welfare activities such as hospitalization of indigent sick and homes for the aged or chronically ill generally are recognized as county functions and that such services are no longer furnished by cities. One county represented had abandoned its police department and now purchases police service from the principal city in the county, while other counties reported providing sanitary landfill sites for garbage districts or for cities on a contractual basis.

A discussion of managerial relations with elected county officials showed that where the county manager plan had been in effect for some years extensive cooperation was received from such officials.

The Role of the City Manager's Wife

An innovation this year was a meeting of managers' wives with a panel discussion by Mrs. Harold R. Cheek, Springfield, Ohio; Mrs. Jack Maynard, Ashland, Ky.; Mrs. Walter E. Seaholm, Austin, Tex.; Mrs. Samuel E. Vickers, Long Beach, Calif., and Mrs. W. K. Willman, Pontiac, Mich. Mrs. F. R. Coop, Inglewood, Calif., was reporter.

Participation in Civic Activities. Mrs. Maynard believed that if a manager's wife did not wish to participate in civic organization work she probably should not attempt it, but that she should not be so retiring as to dim the luster of her husband's success. She saw little reason for a wife to restrain her activities in such organizations as the Y.W.C.A., women's clubs, and art groups, but commented that in purely civic activities it would probably be wiser to keep mum than to express an opinion.

Overcoming the Disadvantages of Insecurity and Moving. Mrs. Cheek stressed the point that advancement in the profession often requires moving from city to city. Her opinion was that moving helps rather than hinders the development of children, and that efficient packers and movers take much of the physical strain out of moving. Even involuntary moving is not hard to take if the wife is confident that her husband is doing the best job possible under the circumstances and is adhering to the moral and ethical standards of the profession. She would prefer to live in a community that wanted good government rather than attempt to stay in a community that was lukewarm about the standard of conduct of its civic officers.

Reducing the Number of Evenings a Manager Must Spend Away from Home. Mrs. Willman recognized that some evenings away from home are part of her husband's job and should be accepted as such. She suggested that a wife plan specific evenings in advance, however, when the manager and his wife could be together, and that they then allow only emergency situations to interfere. She further suggested that a capable secretary might, with tact and diplomacy, avoid arranging an over-crowded after-hours appointment schedule for the manager. She urged the younger wives who had not yet adjusted to the interruptions in the personal life of a manager's wife, to console themselves with the thought that if the husband enjoys his work, does a good job, is appreciated, and spends occasional evenings in the service of the community, while not her preference, yet an easy chair, a good book, and a big bowl of popcorn and the satisfaction that her husband is happy goes a long way in offsetting his absence.

Reducing Unreasonable Demands on the Manager's Time. Mrs. Seaholm believed that the wrong tactics by the wife may save her husband's time but lose his job. She believed that a wise wife will refrain as much as possible from intruding personally between her husband and the demands of his job. A civic speakers' bureau, she said, might be established to space the managers' speeches with more consideration of his available time, and also encourage others to accept speaking assignments. She cautioned that a manager's wife should not be too much in the limelight.

How a Wife Can Help Her Husband Achieve Greater Success in His Profession. Mrs. Vickers commented that she had never actually bothered to think about this question, assuming that since her husband had chosen city management as his profession, it was up to her to help him in every way she could, adopting the motto that "life is not a vessel to be drained, but a cup to be filled." She compared a manager's wife with a minister's wife--a life of dedication to serving the whole community. She warned against the danger of commitments to any social prestige segment of a community, and to avoid being seen too frequently with persons too high or too low in social status. If a manager's wife seeks a higher social standard, said Mrs. Vickers, she is due for disappointment. A manager's wife should be courteous, patient, and have a sincere liking for all people.

Following an hour of rapid-fire questions and answers, the 250 wives present expressed themselves unanimously as favoring the expansion of the women's program at future ICMA conferences.

Annual Business Meeting of ICMA

At the business session President Bean first called for a report of the Resolutions Committee which was presented by Chairman Wayne E. Thompson, Oakland, Calif., including (1) thanking our hosts and the local newspapers, (2) thanking non-managers for their part in the program, (3) expressing appreciation to officers and staff, and (4) a resolution in memory of members who had died since the previous conference. Next came the report of the auditing committee, presented by Chairman Jay F. Gibbs, Port Huron, Mich. The report showed an excess of income over expenses of \$19,079 for the fiscal year ending June 30, 1954; operating income increased \$16,011, and operating expenses increased \$17,762. The reports of both committees were adopted.

The nominating committee composed of three past presidents--Chairman Clarence H. Elliott, Kalamazoo, Mich.; Robert W. Flack, Durham, N. C.; and Leonard G. Howell, Des Moines, Iowa--presented nominees for president and five regional vice-presidents (see brochure for names and pictures), and since there were no further nominations from the floor the members voted to cast unanimous ballot for the nominees submitted.

Executive Director Clarence E. Ridley in his report to the members stated that during the year a survey had been made of the education, age, length of service, working conditions, and salaries of more than 800 managers which was published in the January, 1954, issue of Public Management; that annual publication of a Directory of Administrative Assistants to City Managers had been inaugurated; that the practice of compiling and issuing a roster of young men about to receive their master's degrees in public administration had been started in the spring of 1954 and probably would be issued annually in the future; that a beginning had been made on the preparation of a book on the city manager profession; and that work was nearly completed on a handbook for councilmen in council-manager cities. For statistical data on Association activities the director referred members to his annual report which was mailed to all members last July for the fiscal year ending June 30, 1954.

The director called on Assistant Director Nolting for a brief report on the manner in which ICMA cooperates with other organizations and with federal government agencies. He reported that the ICMA had long been represented on the National Committee on Governmental Accounting, on two joint committees in the field of fire safety, and on five national committees in the field of traffic safety. During the past year the Association cooperated with the White House and Federal Civil Defense Administration in the conduct of the recent President's Civil Defense Conference, with the Public Officials Advisory Group of the White House Conference on Highway Safety, and with the Intensive Review Committee of the United States Department of Commerce.

Perhaps the most important cooperative project started this past year, reported Mr. Nolting, was the creation last May of the National Committee on Urban Transportation. This Committee had its origin in a discussion by several city managers at the Los Angeles Conference of ICMA in September, 1953. Six organizations of municipal officials, including ICMA, are represented on the Committee, and the director is Norman Kennedy of the University of California. A number of city managers are chairmen or members of various subcommittees, and O. W. Campbell, city manager of San Diego, one of the leaders in setting up the project, represents ICMA on the National Committee. The Committee has launched a nationwide study to determine the types of data needed by cities to solve their traffic, transit, and parking problems. The procedures developed will be tested in a number of pilot cities and after reviewing and refining the techniques and methods, manuals will be prepared for use by cities in ascertaining how such local problems can best be solved.

The Association is represented on the governing board of Public Administration Service, a consulting and research organization which over the past 20 years has provided consulting service on a cost basis for many council-manager cities as well as for many county, state, and federal government agencies.

Finally, at the international level, the Association is a member of the American Committee for International Municipal Cooperation. In this way the Association maintains close relations with other international organizations and with national unions of cities in other countries. ICMA exchanges publications with the International Union of Local Authorities at The Hague in Holland and makes a small annual contribution to the support of this international organization.

Perhaps of greatest value to the Association have been the day-to-day informal contacts with staff members of various national and international organizations. Because ICMA is interested in all phases of municipal activity, it is dependent on the staff members of other organizations for assistance and advice on many problems in the same way that a city manager depends on his department heads for advice in special fields. Such contacts in person or through correspondence occur not only with the 15 national organizations located at "1313" in Chicago but also with at least 10 other organizations located in other parts of country, chiefly in Washington and New York. All of these cooperative activities conducted by ICMA headquarters are carried on in behalf of all managers toward the end that the administration of municipal activities can be further improved.

December 31, 1954

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each to managers; to
others \$2 per copy.

